

# Public Document Pack



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Your contact: Lorraine Blackburn  
Ext: 2172  
28 February 2019

Dear Councillor

## **COUNCIL - 5 MARCH 2019**

Please find attached the following reports which were marked "to follow" on the agenda for the above meeting:

7. Public Questions (Pages 3 - 4)
9. Council Tax 2019-20 Formal Resolution (Pages 5 - 16)
11. Executive Reports - 26 February 2019: (Pages 17 - 132)
12. Old River Lane - Allocation of capital to fund the arts centre in the Council's Capital and Revenue Programme be made in the Medium Term Financial Plan from 2022 onwards (Pages 133 - 220)

Please bring these papers with you to the meeting next Tuesday

Yours faithfully  
Lorraine Blackburn,  
Democratic Services Officer

**MEETING** : COUNCIL  
**VENUE** : COUNCIL CHAMBER, WALLFIELDS, HERTFORD  
**DATE** : TUESDAY 5 MARCH 2019  
**TIME** : 7.00 PM

COUNCIL – 5 March 2019

PUBLIC QUESTION

**Question 1**

Mrs Mione Goldspink, Bishop's Stortford, to ask the Leader of the Council:

*What proportion of Household Waste was re-cycled in 2018 in East Herts District? How does this compare with the figure for the whole of Hertfordshire and how does it compare with the National figure?*

Question 2

Mr Chris Wilson, Bishop's Stortford to ask the Leader of the Council:

*What plans are there to test levels of air pollution at the Hockerill crossroads and to extend the testing area to roads adjoining the existing Air Quality Management Area (AQMA). In addition, are there any plans to enforce anti-idling legislation in Bishop's Stortford to limit the levels of pollution, particularly around schools near to the present AQMA.*

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EAST HERTS COUNCIL

COUNCIL - 5 MARCH 2019

REPORT BY EXECUTIVE MEMBER FOR FINANCE AND SUPPORT  
SERVICES

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COUNCIL TAX – FORMAL RESOLUTION

WARD(S) AFFECTED: ALL

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## **Purpose/Summary of Report**

- To set the council tax for 2019/20

<b><u>RECOMMENDATIONS: that:</u></b>	
<b>(A)</b>	<b>the Council Tax resolution, as now submitted, be approved;</b>
<b>(B)</b>	<b>the local precepts as set out at Essential Reference Paper 'B' be noted; and</b>
<b>(C)</b>	<b>the Hertfordshire County Council and Hertfordshire Police Authority precepts be noted.</b>

## 1 Background

1.1 This Council is the council tax billing and collection authority within its area.

1.2 The Council has a statutory responsibility to set the council tax for each part of its area no later than 11 March prior to the start of the year in respect of which the tax is set.

- 1.3 The council tax calculation sets the tax in respect of this council and the aggregate council tax inclusive of the County Council and Police Authority precepts and of each town and parish's precept.
- 1.4 The County Council's Finance Director and Chief Finance Officer for the Police and Crime Commissioner have advised that the County Council and Police Authority precepts for 2019/20 as they affect East Hertfordshire District Council taxpayers will total £93,993,857.89. This is made up of £82,578,140.69 for the County Council and £11,415,717.20 for the Police Authority. This gives Band D equivalents of £1,359.94 and £188.00 respectively.
- 1.5 The total parish precept is £4,182,101.25.
- 1.6 The County Council, Police Authority and Parish precepts contribute to the setting of the Council Tax

## 2 Report

- 2.1 The council tax resolution is set out at **Essential Reference Paper B**.
- 2.2 The calculations set out in the resolution are prescribed in the Local Government Finance Act 1992 as amended. The Localism Act 2011 made minor amendments to the required calculation. The Council has no discretion in undertaking these calculations beyond determining any special expenses within the Council's own budget applicable to part of its area. The Council has not determined any special expenses.

## 3 The Required Calculations

- 3.1 Section 1: this confirms that this Council's previously agreed Tax base is used in the calculation.

- 3.2 Section 2: this sets out the Council's council tax requirement for its own purposes (excluding parish precepts) for 2019/20.
- 3.3 Section 3:
- (a) The Council's gross expenditure + transfers to reserves + the total of parish precepts
  - (b) The Council's gross income including grants + transfers from reserves
  - (c) Is (a) – (b)
  - (d) Is (c) divided by the tax base. This is this Council's band D council tax rate + the average rate for all parishes
  - (e) Is the total of parish precepts
  - (f) Is this Council's band D council tax rate
  - (g) Is a table of Band D Council plus Parish rate
  - (h) This is the same as (g) but showing the council tax by each valuation band
- 3.4 Section 4: this is the equivalent amounts to those at 3(h) for the County and Police Authority precepts
- 3.5 Section 5: this is the total council tax for each valuation band for each parish
- 3.6 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper 'A'**.

Background papers

None

Contact Member: Councillor Geoff Williamson – Executive Member for Finance and Support Services.

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## ESSENTIAL REFERENCE PAPER 'A'

### IMPLICATIONS/CONSULTATIONS

Contribution to the Council's Corporate Priorities/ Objectives <i>(delete as appropriate):</i>	Priority 1 – Improve the health and wellbeing of our communities  Priority 2 – Enhance the quality of people's lives  Priority 3 – Enable a flourishing local economy
Consultation:	
Legal:	The setting of the council tax must be in accordance with the Local Government Finance Act 1992 as amended
Financial:	As set out in the report
Human Resource:	<i>This section should detail the staffing implications of the proposals.</i>
Risk Management:	None
Health and wellbeing – issues and impacts:	Risks were considered in setting the Council's budget
Equality Impact Assessment required:	None

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EAST HERTFORDSHIRE DISTRICT COUNCIL

RESOLUTION

RECOMMENDED

1 That it be noted that at its meeting on 19 December 2018 the Council calculated the Council Tax Base 2019/20

- a) for the whole Council area as 60,721.90 [Item T in the formula in Section 31B of the Local Government Finance Act 1992, as amended (the "Act")]; and
- b) for dwellings in those parts of its area to which a Parish precept relates as shown below.

Parish/Town Council of:-	2019/20 Tax Base	For information only	
		Precept £	Parish Band D £
Albury	280.64	8,000.00	28.51
Anstey	163.28	4,750.00	29.09
Ardeley	208.98	6,000.00	28.71
Aspenden	125.35	3,000.00	23.93
Aston	429.72	13,450.00	31.30
Bayford	234.41	4,961.00	21.16
Bengeo	284.90	9,000.00	31.59
Benington	401.92	17,365.00	43.21
Bishop's Stortford	15,776.35	1,083,677.00	68.69
Bramfield	110.99	2,041.00	18.39
Braughing	638.66	40,796.00	63.88
Brent Pelham/Meesden	146.80	2,525.00	17.20
Brickendon	336.34	16,000.00	47.57
Buckland	120.20	5,915.00	49.21
Buntingford	2,845.81	279,473.00	98.21
Cottered	312.43	9,000.00	28.81
Datchworth	735.60	27,549.41	37.45
Eastwick and Gilston	435.26	12,750.00	29.29
Furneux Pelham	260.95	4,000.00	15.33
Great Amwell	970.07	19,220.00	19.81
Great Munden	148.74	4,810.00	32.34
Hertford	11,997.13	1,187,116.00	98.95
Hertford Heath	969.66	29,651.40	30.58
Hertingfordbury	324.61	15,506.86	47.77
High Wych	334.93	12,350.00	36.87
Hormead	326.38	23,500.00	72.00
Hunsdon	488.98	14,976.76	30.63
Little Berkhamsted	270.25	9,800.00	36.26
Little Hadham	528.50	13,799.82	26.11
Little Munden	411.28	9,430.00	22.93
Much Hadham	974.57	39,000.00	40.02
Sacombe	92.71	0.00	0.00
Sawbridgeworth	3,776.84	318,277.00	84.27
Standon	1,887.43	81,800.00	43.34
Stanstead Abbotts	685.43	38,000.00	55.44
Stanstead St Margarets	689.46	16,000.00	23.21
Stapleford	257.24	6,000.00	23.32
Stocking Pelham	83.08	2,000.00	24.07
Tewin	870.73	30,500.00	35.03
Thorley	131.69	2,700.00	20.50
Thundridge	678.61	31,800.00	46.86
Walkern	618.07	28,664.00	46.38
Ware	7,476.79	635,204.00	84.96
Wareside	309.48	6,623.00	21.40
Watton at Stone	1,063.01	36,070.00	33.93
Westmill	157.87	5,050.00	31.99
Widford	277.45	14,000.00	50.46
Wyddial	72.32	0.00	0.00
	<b>60,721.90</b>	<b>4,182,101.25</b>	

- 2 Calculate that the Council Tax requirement for the Council's own purposes for 2019/20 (excluding Parish precepts ) is  
£ 10,267,192.00
- 3 That the following amounts be now calculated by the Council for the year 2019/20 in accordance with Sections 31 to 36 of the Local Government Finance Act 1992:-
- a) £ 90,238,819.25 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (2) of the Act taking into account all the precepts issued to it by Parish Councils
  - b) £ 75,789,526.00 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (3) of the Act
  - c) £ 14,449,293.25 being the amount by which the aggregate at 3 (a) above exceeds the aggregate at 3(b) above, calculated by the Council, in accordance with Section 31 A(4) of the Act, as its Council Tax requirement for the year. (Item R in the formula in Section 31B of the Act)
  - d) £ 237.96 being the amount at 3(c) above (Item R), all divided by item T (1(a) above), calculated by the Council, in accordance with Section 31 B of the Act, as the basic amount of its Council Tax for the year. (including Parish Precepts)
  - e) £ 4,182,101.25 being the aggregate amount of all special items (Parish precepts) referred to in Section 34(1) of the Act, as detailed above.
  - f) £ 169.09 being the amount at 3(d) above less the result given by dividing the amount at 3(e) above by item T (1(a) above), calculated by the Council, in accordance with Section 34(2) of the Act, as the basic amount of its Council tax for the year for dwellings in those parts of its area to which no Parish precept relates

g) Parts of the Council's Area

**Band D  
District plus Parish  
£**

<b>Parish/Town Council of:-</b>	<b>£</b>
Albury	197.60
Anstey	198.18
Ardeley	197.80
Aspenden	193.02
Aston	200.39
Bayford	190.25
Bengeo Rural	200.68
Benington	212.30
Bishop's Stortford	237.78
Bramfield	187.48
Braughing	232.97
Brent Pelham/Meesden	186.29
Brickendon Liberty	216.66
Buckland	218.30
Buntingford	267.30
Cottered	197.90
Datchworth	206.54
Eastwick and Gilston	198.38
Furneux Pelham	184.42
Great Amwell	188.90
Great Munden	201.43
Hertford	268.04
Hertford Heath	199.67
Hertingfordbury	216.86
High Wych	205.96
Hormead	241.09
Hunsdon	199.72
Little Berkhamsted	205.35



Little Hadham	195.20
Little Munden	192.02
Much Hadham	209.11
Sacombe	169.09
Sawbridgeworth	253.36
Standon	212.43
Stanstead Abbotts	224.53
Stanstead St Margarets	192.30
Stapleford	192.41
Stocking Pelham	193.16
Tewin	204.12
Thorley	189.59
Thundridge	215.95
Walkern	215.47
Ware	254.05
Wareside	190.49
Watton at Stone	203.02
Westmill	201.08
Widford	219.55
Wyddial	169.09

being the amounts given by adding to the amount at 3(f) above the amounts of the special item or items relating to dwellings in those parts of the Council's area mentioned above divided in each case by the amount in 1(b) above, calculated by the Council, in accordance with Section 34(2) of the Act, as the basic amounts of its Council Tax for the year for dwellings in those parts of its area to which one or more special items relate.

h) Parts of the Council's Area

Parish/Town Councils of:-	COUNCIL TAX VALUATION BANDS							
	DISTRICT plus PARISH							
	A	B	C	D	E	F	G	H
£	£	£	£	£	£	£	£	£
Albury	131.73	153.69	175.64	197.60	241.51	285.42	329.33	395.20
Anstey	132.12	154.14	176.16	198.18	242.22	286.26	330.30	396.36
Ardeley	131.87	153.84	175.82	197.80	241.76	285.71	329.67	395.60
Aspenden	128.68	150.13	171.57	193.02	235.91	278.81	321.70	386.04
Aston	133.59	155.86	178.12	200.39	244.92	289.45	333.98	400.78
Bayford	126.83	147.97	169.11	190.25	232.53	274.81	317.08	380.50
Bengeo	133.79	156.08	178.38	200.68	245.28	289.87	334.47	401.36
Benington	141.53	165.12	188.71	212.30	259.48	306.66	353.83	424.60
Bishops Stortford	158.52	184.94	211.36	237.78	290.62	343.46	396.30	475.56
Bramfield	124.99	145.82	166.65	187.48	229.14	270.80	312.47	374.96
Braughing	155.31	181.20	207.08	232.97	284.74	336.51	388.28	465.94
Brent Pelham/Meesden	124.19	144.89	165.59	186.29	227.69	269.09	310.48	372.58
Brickendon Liberty	144.44	168.51	192.59	216.66	264.81	312.95	361.10	433.32
Buckland	145.53	169.79	194.04	218.30	266.81	315.32	363.83	436.60
Buntingford	178.20	207.90	237.60	267.30	326.70	386.10	445.50	534.60
Cottered	131.93	153.92	175.91	197.90	241.88	285.86	329.83	395.80
Datchworth	137.69	160.64	183.59	206.54	252.44	298.34	344.23	413.08
Eastwick & Gilston	132.25	154.30	176.34	198.38	242.46	286.55	330.63	396.76
Furneux Pelham	122.95	143.44	163.93	184.42	225.40	266.38	307.37	368.84
Great Amwell	125.93	146.92	167.91	188.90	230.88	272.86	314.83	377.80
Great Munden	134.29	156.67	179.05	201.43	246.19	290.95	335.72	402.86
Hertford	178.69	208.48	238.26	268.04	327.60	387.17	446.73	536.08
Hertford Heath	133.11	155.30	177.48	199.67	244.04	288.41	332.78	399.34
Hertingfordbury	144.57	168.67	192.76	216.86	265.05	313.24	361.43	433.72
High Wych	137.31	160.19	183.08	205.96	251.73	297.50	343.27	411.92
Hormead	160.73	187.51	214.30	241.09	294.67	348.24	401.82	482.18
Hunsdon	133.15	155.34	177.53	199.72	244.10	288.48	332.87	399.44
Little Berkhamsted	136.90	159.72	182.53	205.35	250.98	296.62	342.25	410.70
Little Hadham	130.13	151.82	173.51	195.20	238.58	281.96	325.33	390.40
Little Munden	128.01	149.35	170.68	192.02	234.69	277.36	320.03	384.04
Much Hadham	139.41	162.64	185.88	209.11	255.58	302.05	348.52	418.22
Sacombe	112.73	131.51	150.30	169.09	206.67	244.24	281.82	338.18
Sawbridgeworth	168.91	197.06	225.21	253.36	309.66	365.96	422.27	506.72
Standon	141.62	165.22	188.83	212.43	259.64	306.84	354.05	424.86
Stanstead Abbotts	149.69	174.63	199.58	224.53	274.43	324.32	374.22	449.06

Stanstead St Margarets	128.20	149.57	170.93	192.30	235.03	277.77	320.50	384.60
Stapleford	128.27	149.65	171.03	192.41	235.17	277.93	320.68	384.82
Stocking Pelham	128.77	150.24	171.70	193.16	236.08	279.01	321.93	386.32
Tewin	136.08	158.76	181.44	204.12	249.48	294.84	340.20	408.24
Thorley	126.39	147.46	168.52	189.59	231.72	273.85	315.98	379.18
Thundridge	143.97	167.96	191.96	215.95	263.94	311.93	359.92	431.90
Walkern	143.65	167.59	191.53	215.47	263.35	311.23	359.12	430.94
Ware	169.37	197.59	225.82	254.05	310.51	366.96	423.42	508.10
Wareside	126.99	148.16	169.32	190.49	232.82	275.15	317.48	380.98
Watton at Stone	135.35	157.90	180.46	203.02	248.14	293.25	338.37	406.04
Westmill	134.05	156.40	178.74	201.08	245.76	290.45	335.13	402.16
Widford	146.37	170.76	195.16	219.55	268.34	317.13	365.92	439.10
Wyddial	112.73	131.51	150.30	169.09	206.67	244.24	281.82	338.18

being the amounts given by multiplying the amounts at 3(g) above by the number which, in the proportion set out in Section 5 (1) of the Act, is applicable to dwellings listed in a particular valuation band divided by the number which in the proportion is applicable to dwellings listed in valuation Band D, calculated by the Council, in accordance with Section 36(1) of the Act, as the amounts to be taken into account for the year in respect of categories of dwellings listed in different valuation bands.

4 That it be noted that for the year 2019/20 Hertfordshire County Council and the Hertfordshire Police Authority have stated the following amounts in precepts issued to the Council, in accordance with Section 40 of the Local Government Finance Act 1992, for each of the categories of dwellings shown below:-

<b>Precepting Authority</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>
	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>
Hertfordshire County Council (HCC)	906.63	1,057.73	1,208.84	1,359.94	1,662.15	1,964.36	2,266.57	2,719.88
Hertfordshire Police Authority	125.33	146.22	167.11	188.00	229.78	271.56	313.33	376.00

5 That the Council, in accordance with sections 30 and 36 of the Local Government Finance Act 1992, hereby sets the aggregate amounts shown in the table below as the amount of Council Tax for 2019/20 for each part of its area and for each of the categories of dwellings.

<b>COUNCIL TAX VALUATION BANDS</b>								
<b>HCC plus POLICE AUTHORITY plus DISTRICT plus PARISH</b>								
<b>Parish/Town Council of:-</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>
	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>
Albury	1,163.69	1,357.64	1,551.59	1,745.54	2,133.44	2,521.34	2,909.23	3,491.08
Anstey	1,164.08	1,358.09	1,552.11	1,746.12	2,134.15	2,522.18	2,910.20	3,492.24
Ardeley	1,163.83	1,357.79	1,551.77	1,745.74	2,133.69	2,521.63	2,909.57	3,491.48
Aspenden	1,160.64	1,354.08	1,547.52	1,740.96	2,127.84	2,514.73	2,901.60	3,481.92
Aston	1,165.55	1,359.81	1,554.07	1,748.33	2,136.85	2,525.37	2,913.88	3,496.66
Bayford	1,158.79	1,351.92	1,545.06	1,738.19	2,124.46	2,510.73	2,896.98	3,476.38
Bengeo	1,165.75	1,360.03	1,554.33	1,748.62	2,137.21	2,525.79	2,914.37	3,497.24
Benington	1,173.49	1,369.07	1,564.66	1,760.24	2,151.41	2,542.58	2,933.73	3,520.48
Bishops Stortford	1,190.48	1,388.89	1,587.31	1,785.72	2,182.55	2,579.38	2,976.20	3,571.44
Bramfield	1,156.95	1,349.77	1,542.60	1,735.42	2,121.07	2,506.72	2,892.37	3,470.84
Braughing	1,187.27	1,385.15	1,583.03	1,780.91	2,176.67	2,572.43	2,968.18	3,561.82
Brent Pelham/Meesden	1,156.15	1,348.84	1,541.54	1,734.23	2,119.62	2,505.01	2,890.38	3,468.46
Brickendon Liberty	1,176.40	1,372.46	1,568.54	1,764.60	2,156.74	2,548.87	2,941.00	3,529.20
Buckland	1,177.49	1,373.74	1,569.99	1,766.24	2,158.74	2,551.24	2,943.73	3,532.48
Buntingford	1,210.16	1,411.85	1,613.55	1,815.24	2,218.63	2,622.02	3,025.40	3,630.48
Cottered	1,163.89	1,357.87	1,551.86	1,745.84	2,133.81	2,521.78	2,909.73	3,491.68
Datchworth	1,169.65	1,364.59	1,559.54	1,754.48	2,144.37	2,534.26	2,924.13	3,508.96
Eastwick & Gilston	1,164.21	1,358.25	1,552.29	1,746.32	2,134.39	2,522.47	2,910.53	3,492.64
Furneux Pelham	1,154.91	1,347.39	1,539.88	1,732.36	2,117.33	2,502.30	2,887.27	3,464.72
Great Amwell	1,157.89	1,350.87	1,543.86	1,736.84	2,122.81	2,508.78	2,894.73	3,473.68
Great Munden	1,166.25	1,360.62	1,555.00	1,749.37	2,138.12	2,526.87	2,915.62	3,498.74
Hertford	1,210.65	1,412.43	1,614.21	1,815.98	2,219.53	2,623.09	3,026.63	3,631.96
Hertford Heath	1,165.07	1,359.25	1,553.43	1,747.61	2,135.97	2,524.33	2,912.68	3,495.22
Hertingfordbury	1,176.53	1,372.62	1,568.71	1,764.80	2,156.98	2,549.16	2,941.33	3,529.60
High Wych	1,169.27	1,364.14	1,559.03	1,753.90	2,143.66	2,533.42	2,923.17	3,507.80
Hormead	1,192.69	1,391.46	1,590.25	1,789.03	2,186.60	2,584.16	2,981.72	3,578.06
Hunsdon	1,165.11	1,359.29	1,553.48	1,747.66	2,136.03	2,524.40	2,912.77	3,495.32
Little Berkhamsted	1,168.86	1,363.67	1,558.48	1,753.29	2,142.91	2,532.54	2,922.15	3,506.58
Little Hadham	1,162.09	1,355.77	1,549.46	1,743.14	2,130.51	2,517.88	2,905.23	3,486.28

Little Munden	1,159.97	1,353.30	1,546.63	1,739.96	2,126.62	2,513.28	2,899.93	3,479.92
Much Hadham	1,171.37	1,366.59	1,561.83	1,757.05	2,147.51	2,537.97	2,928.42	3,514.10
Sacombe	1,144.69	1,335.46	1,526.25	1,717.03	2,098.60	2,480.16	2,861.72	3,434.06
Sawbridgeworth	1,200.87	1,401.01	1,601.16	1,801.30	2,201.59	2,601.88	3,002.17	3,602.60
Standon	1,173.58	1,369.17	1,564.78	1,760.37	2,151.57	2,542.76	2,933.95	3,520.74
Stanstead Abbotts	1,181.65	1,378.58	1,575.53	1,772.47	2,166.36	2,560.24	2,954.12	3,544.94
Stanstead St Margarets	1,160.16	1,353.52	1,546.88	1,740.24	2,126.96	2,513.69	2,900.40	3,480.48
Stapleford	1,160.23	1,353.60	1,546.98	1,740.35	2,127.10	2,513.85	2,900.58	3,480.70
Stocking Pelham	1,160.73	1,354.19	1,547.65	1,741.10	2,128.01	2,514.93	2,901.83	3,482.20
Tewin	1,168.04	1,362.71	1,557.39	1,752.06	2,141.41	2,530.76	2,920.10	3,504.12
Thorley	1,158.35	1,351.41	1,544.47	1,737.53	2,123.65	2,509.77	2,895.88	3,475.06
Thundridge	1,175.93	1,371.91	1,567.91	1,763.89	2,155.87	2,547.85	2,939.82	3,527.78
Walkern	1,175.61	1,371.54	1,567.48	1,763.41	2,155.28	2,547.15	2,939.02	3,526.82
Ware	1,201.33	1,401.54	1,601.77	1,801.99	2,202.44	2,602.88	3,003.32	3,603.98
Wareside	1,158.95	1,352.11	1,545.27	1,738.43	2,124.75	2,511.07	2,897.38	3,476.86
Watton at Stone	1,167.31	1,361.85	1,556.41	1,750.96	2,140.07	2,529.17	2,918.27	3,501.92
Westmill	1,166.01	1,360.35	1,554.69	1,749.02	2,137.69	2,526.37	2,915.03	3,498.04
Widford	1,178.33	1,374.71	1,571.11	1,767.49	2,160.27	2,553.05	2,945.82	3,534.98
Wyddial	1,144.69	1,335.46	1,526.25	1,717.03	2,098.60	2,480.16	2,861.72	3,434.06

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Essential Reference Paper "B"

# East Herts Retail Frontages: Design & Signage SPD

Consultation Draft



 @Eastherts

 EastHertsDC

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1 Introduction	2
2 The Issue	3
3 Historical Background	14
4 Legislation and Policy	19
5 What to take into Account	24
6 Shopfront Design Advice	29
7 Access Provisions	51
8 Summary	55

# 1 . Introduction



## 1 Introduction

### The Purpose of this Guidance

- 1.1** This Supplementary Planning Document (SPD) has been produced by East Herts District Council as a material consideration to be taken into account when determining planning applications or listed building consents for works to or for new shopfronts and advertisement consents for the display of signage. The advice advances the policy requirements set out in the National Planning Policy Framework (July 2018) and the relevant policies of the East Herts District Plan 2018.
- 1.2** The aim of this SPD is to provide guidance to applicants, agents, architects, retailer and independent traders on the requirements for high quality retail frontages, the replacement of existing and the installation of new shop fronts throughout the district, in order to raise the standard of design quality and to enhance the attractiveness and local distinctiveness of the District's shopping environments.
- 1.3** The Council attaches considerable importance to suitably-designed shopfronts, not only for the preservation of the character of individual buildings and retail areas, but also for the attractive overall appearance of shopping streets and the impact on their commercial success. This includes signage and lighting. It explains the strong role of shopfronts and associated signage in historic environments which are of particular relevance to the East Herts, given that the retail and commercial areas of the five main settlements fall within conservation areas, containing many listed buildings.
- 1.4** Where shopfronts of character do survive, particularly if they are of some age, every effort should be made to keep them. Modern and traditional styles are equally acceptable, subject to their design quality, materials and context.
- 1.5** The purpose of the SPD is not to suggest a rigid application of a set of rules but to provide guidance on designing, altering and improving retail frontages and in a number of cases, restoration or appropriately designed replacements. It also explains the expectations arising from planning policy for well-informed applications where planning permissions and listed building consents are required. It also seeks to ensure that any impact arising from changes to our retail frontages is positive and enhancing. It relates not only to retail units, but also to Banks, Building Societies, Estate Agents, Betting Offices, Public Houses, Restaurants and hot food outlets or, indeed, to any premises which have a window display and/or signage.



## 2 The Issue

- 2.1** As the prime retail and commercial areas of the main settlements are within conservation areas and contain a high percentage of listed buildings, the character and appearance of individual and groups of buildings and street scenes can be harmed by insensitive and inappropriate shopfront designs and signage. For example, an overly large plastic fascia may be inappropriate in terms of size and materials and may cover traditional architectural features. Also, standardised corporate 'house designs' of multiple 'chain' franchise retailers present a particular problem when they are applied insensitively to existing buildings, adopting a one-size fits all approach.
- 2.2** Whilst the desire for corporate identity and image is appreciated, in some cases standard designs will need to be modified in order to fit sympathetically with the period and architectural style of the building they are being applied to and where there are statutory heritage designations. It is important, therefore, that alterations, restoration and replacement are sympathetically carried out, especially in conservation areas and on listed buildings, in order to protect their special character.
- 2.3** Size, scale, elaborate or simple design and detailing, the use of correct materials and colour schemes are all important in making shopfronts an acceptable part of existing buildings and areas. With that, there is a strong relationship between the attractiveness of town centres and their economic competitiveness. Consistently well-maintained shopfronts therefore affect the prosperity of individual businesses. This guidance is intended to strengthen those links.
- 2.4** Due to the nature and characteristics of the settlements in East Herts, the extent to which there is an issue with shopfront design and signage varies. This is due to the size of the settlement but also the designations that exist. In East Herts the majority of the historic centres and their retail areas are within conservation areas, and contain a considerable number of listed buildings.

### The main settlements

- 2.5** The five main settlements experience issues to varying degrees. For instance:

#### Buntingford:

- 2.6** Buntingford's main shopping area starts where Station Road meets Market Hill, the location of the former cattle market. It continues northwards along the High Street. It retains an attractive environment which is largely due to



## 2 . The Issue



4

the fact that it is within the conservation area and contains historic buildings ranging from the 15th to the 19th century, many of which are in commercial use.

- 2.7** Despite the historic sensitivity of the shopping street, modern shiny fascia signs, wall mounted signage, window decals and the considerable use of external lighting have made an appearance. A-boards are apparent as well as retail clutter spilling onto the pavement.
- 2.8** Sections of properties that once accommodated shops have returned to their original domestic use yet still retain the evidence of the former shop display window or shopfront.



Figure 1 – Formerly a house but adapted to provide a double fronted shop to the ground floor.



Figure 2 - A conversion to a commercial use considered to be less successful in terms of the treatment of the historical significance of the building.

**Sawbridgeworth:**

**2.9** The main shopping area is contained within the medieval core of the settlement which is part of the conservation area. It starts at the junction of London Road and Bell Street, stretching eastwards to the Square, Bell Street, Church Street, and part of Knight Street. With a number of medieval properties still in existence, it is not uncommon for buildings to have retail uses to the ground floor with residential above or the ground floor being split. More modern developments have occurred to the west side of London Road with a parade of shops to the rear 1 – 7 Bell Street, utilising former burgage plots. A Budgens Store is located to the east side of London Road.

Page 22 There are a limited number of national retailers present. Independent

## 2 . The Issue



retailers are more prevalent. Financial institutions are present but display their corporate identities in a more muted manner. Some former coaching inns have remained.

- 2.10** Shopfronts are typically of painted timber, small in scale, with generally modest fascias and signage, apart from in London Road, where there are some poor aluminium shopfronts and over-sized or garish signs. Some are 19th century or earlier, and a few are of very high quality, with sophisticated classical detailing.
- 2.11** However, there are the exceptions. Over time some fascias have been over-boarded with plastic, shiny signboards, including variants with an aluminium frame. Disproportionately long fascia signs and wall mounted signage is noticeable, particularly on buildings where there is no defined fascia area. Supermarkets tend to see their display windows obscured with window decals and there is an evidential preponderance for the use of bulky external lighting.



Figure 3 - A Medieval building with two different retail displays.



Picture Figure 4 – A blank frontage.

### Ware:

**2.12** The shopping environment in Ware is largely contained within the historic market area of the town and its medieval streets including the approach along Baldock Street, High Street, West Street, East Street, Bridge Street and Amwell End, all within the Ware Conservation Area. Many premises are listed and a number of buildings are identified as making a positive contribution to the Ware Conservation Area.

**2.13** In general there are a number of attractive shopfronts and signs that have sought to respect the buildings into which they have been inserted. As a larger retail environment compared to Buntingford and Sawbridgeworth, there are more issues with fascias and hanging signage, materials and colours, canopies, window decals and A-Boards. In some cases, little respect is paid to the characteristics of the building as a whole or the streetscene.

## 2 . The Issue



Figure 5 - A variety of architectural styles, some inappropriate shopfronts and blinds



Figure 6 – Turning the corner



Figure 7 - A late 19th/early 20th century shopfront with traditional elements.





Figure 8 – Some features lost and with an imbalance between signage and other treatments.

### Bishop's Stortford:

- 2.14** The shopping area of Bishop's Stortford is contained by the River Stort, Castle Gardens, Hadham Road to Station Road/Newtown Road. The historic core is centred on the junction of High Street, North Street, Bridge Street and Market Street/Market Square which coincides with the heart of the shopping environment which also continues along Potter Street and South Street. Some side lanes and 'walks' also accommodate retail premises with the main shopping mall, Jackson Square, is located between Potter Street, Bridge Street, Riverside and The Causeway. The majority of the shopping area falls within the Bishop's Stortford Conservation Area and contains many listed buildings and buildings that make a positive contribution to the character and appearance of the conservation area.
- 2.15** Due to the nature of the buildings, there is clear change between North Street, Potter Street and South Street. Buildings span from the medieval period to the late 19th/early 20th centuries, some retaining historic shopfronts and traditional features including signage. There is a greater percentage of national multiple stores with corporate identity signage in Bishop's Stortford than in other centres of the district. Some companies have adapted their signage to respect the host building whereas others have had little regard to the building or the street scene.
- 2.16** Regrettably, the area includes a number of reproduction frontages, poor quality fascia signs concealing historic features, projecting internally illuminated fascia boxes, garish colour schemes, overly large lettering, sign boards, banners, window decals and a clear over presence of A-boards. Trough lighting and inappropriately placed roller shutters are equally jarring.

## 2 . The Issue



10

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Figure 9 – a 15th century timber-framed house converted to retail use on the ground floor. The shopfront dates from the early 20th century and is of an appropriate design.



Figure 10 – A less than successful 1960's parade of shops on the corner of South Street & Station Road.

### Hertford:

- 2.17** This market town sees its main retail and commercial area along St. Andrew Street, Old Cross, Mill Bridge /The Wash, Parliament Square, Maidenhead Street, Bull Plain, Market Place, Bircherley Green, Railway Street, and Fore Street. This area is within the Hertford Conservation Area and contains a



high percentage of listed buildings with a number identified as making a positive contribution to the character and appearance of the conservation area.

11

- 2.18** There are a number of surviving, good quality shopfronts and signs as well as an attractive variety of traditional materials and details. Equally, and within the central historic core, there are a number of poor quality shopfronts, fascias and advertisements that detract from, not only the buildings themselves, but the streetscene. In many cases fascia signs are placed below the 'integrated' fascia area; and therefore the frontage may have two fascias, one above the other. This is particularly noticeable in Maidenhead Street.
- 2.19** Others tend to be overly large obscuring architectural details; made of shiny materials. Some traditional shopfronts have seen the introduction of unacceptable window display areas, a poor choice of colours, even to the traditional wooden shopfronts.
- 2.20** There are many examples of buildings being subdivided into separate units with frontages that do not match. Swan neck, bulk head downlights, strip lighting, poorly added blinds (Dutch and roller), security cameras and alarm boxes add to the visual clutter on frontages.



## 2 . The Issue



12



Figure 11 – Pizza Express signage adapted to fit.



Figure 12 – Discordant adjacent colours.



Figure 13 – The 15th century jettied, timber-framed building, St. Nicholas Hall or Verger's House accommodating retail.



Figure 14: Signage respecting the medieval buildings.

## 3 . Historical Background



14

### 3 Historical Background

- 3.1** Retail and commercial uses have been a defining element of our town centres. Just as towns have evolved over time so shops have changed in response to factors such as design, lighting, security, environmental health and fashion. Retail methods have also changed from service to self-service and shopping has progressed from a functional to a recreational activity. Both corporate organisations and individual traders endeavour to highlight their location and products in competition with rivals. Shopfronts remain an important feature in the street scene of the towns and villages and this is evident in East Herts where the main settlements have their origins in historic medieval market towns.
- 3.2** Historically valued shopfronts saw their origins and influences emerge from the medieval period when the 'shop' was a market stall. There was then a move toward more permanent buildings where one or two rooms became shops with the upper floors used as living accommodation. The earliest shops were open fronted, typically having shutters that folded down to form the stall. This was supported by the infilling of the lower part of the opening, which is still known as the stallriser. A primary factor is the shopfront because it provides the welcome and frames the display of goods and services.



Figure 15 – An early 18th century shopfront inserted into a medieval building with simple detailing (Buntingford).

- 3.3** It is only from the mid-18th century that shop fronts, as we know them, begin to survive in reasonable numbers. Their greater elaboration coincided with accelerating commercial activity connected with an increase in what we now call consumer goods – articles of luxury and fashion rather than necessity. The appearance of the shops in which such things were bought became increasingly important from the 1700s.



Figure 16 - Early 18th century frontage to a 16th - 17th century building. Generally retaining traditional details but with some modern signage and swan neck lighting.

- 3.4 The majority of 18th and 19th century shop fronts were designed on an individual basis, utilising a variety of architectural detailing and styles. As the importance of the shop in its own right was recognised, this led to the move toward increasingly large, purpose-built frontages.
- 3.5 The 1830s saw the introduction of larger windows as manufacturers were able to provide glass panes of varying sizes for the 'new' shop front types, far cheaper than ever before. This marked a move away from small-paned bow windows towards large-paned ones of varying types (although there was a brief return to small-paned windows with the 'Queen Anne revival in the late-19th century).

### 3 . Historical Background



16

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Figure 17 - Early 19th century frontage, double fronted with multi-paned oriel bays including slim glazing bars and traditional features.



Figure 18 - late 19th century Emporium with multi-paned display windows to first floor with altered 20th century timber shopfronts.





Figure 19 - Neo-classical revival building with defined fascia and architectural features.

- 3.6** The use of plate-glass windows led to a different scale in the design of shop fronts, with the stallriser at the base of the window virtually disappearing and the front being carried much higher up, thereby increasing natural internal light and display space, for instance, the aptly named 'Deco' building in Hertford which is contained within the ground floor of a 4-storey building of the neo-classical period, early 1900's.
- 3.7** Another often overlooked aspect of shopfront design is the use of shutters. These would have been a necessity, both for security and in order to prevent 'accidental' damage to the glazing and the contents of the shop which they protected.
- 3.8** Early shutters, comprising wooden panels on a framework, were normally put in place at the end of the working day. They would be slotted into position in a groove under the architrave, located on the sill with pins and held in place together by an iron strap. Fixings and metal plates with holes for the pins can still be found on old shopfronts. In some cases, the design of the front permitted the shutters to be housed externally, often hinged and folded back into boxes to the sides of the windows.
- 3.9** A further innovation in the early-to-mid-19th century was the introduction of roller blinds on springs. These served to shade the customer, protect goods and reduce reflections and glare in the windows. They could easily be fitted to the cornice and operated by a long boathook opening on metal stays fixed to the pilasters on either side.

## 3 . Historical Background



- 3.10** By the mid-19th century, only fresh food shops had open fronts. These persisted into the 20th century until the benefits of fresh air were overtaken by concerns for environmental health. Ventilation grills or opening lights above the top transom/fanlight were then used instead.
- 3.11** Competition in the high street of the late-19th century produced a range of styles with Gothic, neo-Georgian and Art Nouveau influences. Stonework and terracotta surrounds became common. New materials also included decorative glazed tiling with terracotta insets. Recessed entrances increased the area of window displays and transom lights allowed for cast-iron ventilation grilles and coloured glass to hide gas-light fittings.
- 3.12** With the introduction of pattern-book designs, shopfronts became an integral part of new town centre buildings in the early 20th century. Structural elements could be made more elegant with the use of bronze and polished stone, while Art Deco styles of the 1930s introduced features, such as sunbursts and stepped fascias, with new materials, such as chrome and Vitrolite/Carrara (a pigmented structural glass), chrome metalwork and chrome lettering. From the 1950's onwards the trend was for further simplicity in shopfront design and more minimal styles of modern architecture that have made much of the structural system of shopfront redundant. This was at a time when 'float' glass became available in large sheets. Although creating larger areas for window displays these also brought with them the added concerns of safety and security, and led to the widespread installation of security shutters and grilles. It was not until the 1970's when new interpretations of classical designs became popular.
- 3.13** Today many of the shopping streets in East Herts are not only of local, but national and international importance and display some fine original shopfronts of historic and architectural significance. There is a rich variety of styles and types from those inserted in medieval timber-framed buildings to Victorian, Edwardian and late-19th / early-20th century buildings. Using its statutory powers as a planning authority and through providing advice, the council is committed to preserving the retail heritage of its shopping environment.



### 4 Legislation and Policy

#### Legislation – the need for Planning Permission

**4.1** A new or replacement shop front will always require Planning Permission. Alterations to an existing shop front that involve a material change in its appearance will also require Planning Permission. Typical examples are:

- The removal of a shop front in whole or in part.
- The replacement or alteration of architectural features such as window frames and doors, decorative cornices, corbel brackets or other mouldings.
- Altering the frontage line (i.e. installing or removing a bay window, closing or creating a recessed entrance).
- Enlarging or reducing the size of a shop window or changing its shape, form, proportions or materials.
- Removing or adding mullions, transoms or glazing bars.
- Moving the position of the entrance.
- Replacing the shop door(s) with one of a different design or in different materials.
- Enlarging or reducing the size, depth or bulk of the fascia.
- Installing reflective or obscure glass.
- Applying stone, artificial stone, timber, plastic or tile cladding to pilasters, stall risers etc.
- Removing or installing steps or a ramp.
- Boarding up a shop front.
- Adding a blind or roller shutter. Where a roller shutter previously existed, changing the colour of the fabric or adding lettering will result in the need for planning permission and possibly Advertisement Consent.

**4.2** Works of repair or minor 'like for like' replacement do not require Planning Permission. Redecoration does not require planning permission unless the property is covered by an Article 4 Direction.



## 4 . Legislation and Policy



20

### Listed Building Consent

**4.3** A new or replacement shop front within or attached to a listed building and any alterations which affect its special architectural or historic interest will always require Listed Building Consent. For example, in addition to the items requiring Planning Permission mentioned above, the following works will require Listed Building Consent:

- The removal, addition or alteration of entrance floor tiles.
- The removal of an original blind and/or blind box.
- The installation of an extractor fan outlet.
- Painting any previously unpainted areas of the shop front.
- Repainting in a markedly different colour.
- Painting with a textured paint.
- Alterations to the interior.

### Advertisements

**4.4** Under the provisions of the Town and Country Planning (Advertisements) Regulations 2015, shop owners and retailers are able to display signage under 'deemed' consent or 'express' consent. However, where signs are erected under deemed consent provisions, harm can still arise. This includes the use of overly large fascias obscuring features and details, poor quality materials, garish designs, colours and overly large letters.

### Enforcement

**4.5** Where shop fronts that fail to comply with the advice in this SPD and are installed without the necessary permission, the council will consider taking enforcement action to secure compliance with the design guidelines set out in this document. The Council does not embark on enforcement action lightly, but considers that the protection of the character of retail areas of the District and their vitality is important.

### National Planning Policy Framework 2018

**4.6** In addition to legislation, the government has set out guidance on a range of planning matters in the National Planning Policy Framework (NPPF) 2018. Central to this is the need to ensure the vitality of town centres. This is supported by expectations for good design but equally, the need to reinforce local distinctiveness and to safeguard heritage assets.

**4.7** Section 7 'Ensuring the vitality of town centres' sets out the planning framework to safeguard and promote the sustained vitality for town centres. Whilst no specific reference is made to the detail of shopfronts paragraph 85 states:



*“Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation”.*

- 4.8** Section 12 ‘Achieving well-designed places’, sets out the requirement for good design to be at the heart of planning policy and decision making, paragraph 124 states:

*“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.”*

- 4.9** Section 16 ‘Conserving and enhancing the historic environment’ places greater emphasis on proposals affecting or related to heritage assets. This is particularly important as the main five settlements fall within conservation areas and contain a high proportion of buildings that are listed or identified as making a positive contribution. Proposals for change will be required to take account of the special historic or architectural interest of conservation areas and listing buildings when submitting proposals for change.

- 4.10** This SPD sets out best practice design guidance and a set of principles that will act as supplementary guidance to the East Herts District Plan. The guidance will meet the requirement for well-informed design guidance contained in the NPPF (2018) and at the same time seek to maintain quality at the heart of the Districts town centres and promote vibrant retail environments.

### **East Hertfordshire District Plan, 2018**

- 4.11** The East Herts District Plan was adopted in October 2018. Chapter 7 addresses Retail and Town Centres issues and sets out that:

*“East Herts’ town centres play a vital role in providing for the every-day needs of residents, providing not only a varied retail offer, but also for banking and administrative needs, leisure and social opportunities.”*

- 4.12** All of the towns in the District are historic market towns. The town centres have an identified hierarchy with Bishop’s Stortford identified as the principal town centre. Hertford is identified as a secondary town centre and all others are minor town centres. The policies (RTC1) identify town centre boundaries within which main town centre uses (as defined in the NPPF) will be supported in principle. Policies RTC2, 3 and 4 address primary shopping areas, and primary and secondary shopping frontages. The Plan also

## 4 . Legislation and Policy



22

recognises that a range of facilities in local centres and villages support people's day-to-day retail and service needs whilst also helping to reduce the need to travel and promoting local employment. The Council recognises that a crucial aspect of the attractiveness of a town centre is its accessibility to all members of the community, whichever mode of travel they choose. Retail and leisure facilities should be accessible to all users and access for people with disabilities should be provided.

**4.13** The District Council recognises the importance of retaining vitality within town centres, and the associated advantages of establishing and maintaining residential accommodation above retail units. These benefits include environmental sustainability, economic regeneration, security, and conservation of the District's heritage.

**4.14** Chapter 17 sets out policies relating to design, policy DES4 covering a range of issues that all development proposals would be expected to address. Policies DES5 refers to crime and security matters. It sets out the requirement that measures to achieve those aims should not significantly compromise the provision of high quality design. With regard to advertisements and signs, policy DES6 specifies that these must respect the character and appearance of the environment.

**4.15** Policies relating to heritage assets are set out in Chapter 21. Development proposals should preserve and, where appropriate, enhance the historic environment of the district. As indicated, the centres of all the historic retail areas in the district are designated as conservation areas. Policy HA4 indicates that, within these, development will be permitted where it preserves or enhances the special interest of the area.

Policy HA5 addresses Shopfronts in Conservation Areas specifically stating:

- I. Proposals for a new shopfront or commercial premise frontage or alterations to existing ones will be permitted where the proposed design follows historic shopfront design, is sympathetic to the scale, proportions, design details and materials of the structure or adjoining buildings and the character and appearance of the Conservation Area.*
- II. Shopfronts of architectural or historic interest shall be retained and repaired as necessary.*
- III. Security features should be designed in a sensitive manner which respects the overall character of the frontage and location, facilitates natural passive surveillance and maintains an attractive street scene. The use of architectural solutions combined with the use of an internal open lattice grill is preferred. Alarm boxes should be of a discreet colour and size, located carefully in relation to the elevation of the building, whilst being obvious enough to deter an intruder.*



**4.16** In its consideration of applications within Conservation Areas for express consent made under the Town and Country Planning (Control of Advertisement) Regulations 2015 (policy HA6), the Council will only accept advertisements where they:

- a. are either painted or individually lettered in a suitable material of a proportionate size and design in relation to the building or fascia upon which they are to be displayed;
- b. are preferably be non-illuminated or does not contribute to an escalation of shopfront lighting along the street scene. Where illumination is proposed it should be external illumination which is discreet in size and of a minimum level. Internal illumination of shop signage will not be permitted;
- c. are of a traditional fascia or hanging type; and
- d. are of a traditional and appropriate size to the architecture of the host building.

**4.17** Policy HA7 addresses the issues raised when proposals relate to a listed building. All other policies relevant to the development proposed should be considered when schemes are being formulated. The East Herts District Plan can be viewed, in full, on the Council's website: [www.eastherts.gov.uk](http://www.eastherts.gov.uk).

### Neighbourhood Plans

**4.18** In addition, where a Neighbourhood Plan is in formulation or has been finalised and agreed ('made') it may also have policies which relate to town centre and retail locations. These policies should also be taken into account.

### Pre-application contact

**4.19** The Council is able to offer the provision of advice and informal consideration of schemes being devised, before a formal application is submitted. This process will assist in ensuring that the correct permissions/consent are applied for and that all the issues have been taken into account at an early stage. The Council does have to charge for this service and its current charges, and how to request pre-application advice, are set out on the website; [www.eastherts.gov.uk](http://www.eastherts.gov.uk).

### Building Regulations

**4.20** Approval under the Building Regulations is required where a new shopfront is proposed, or where works involve a material change to the existing, structural alterations or changes to the means of escape. In East Herts, the Council's Building Control service is provided through Hertfordshire Building Control (HBC), who can be contacted at; [building.control@hertfordshirebc.co.uk](mailto:building.control@hertfordshirebc.co.uk)

## 5 . What to take into Account



24

### 5 What to take into Account

- 5.1** Most of the best new shopfronts are professionally designed by architects. It is important, though, that you choose an architect who has experience both of working on shopfronts and, where applicable, a knowledge of the requirements of working in a conservation area and on historic buildings. Before considering a full replacement, the existing shopfront should be evaluated to see which (if any) elements make a positive contribution to character and therefore merit retention. The following list of questions are often a good starting point when considering alterations to an existing shopfront and the premises.

#### **Existing Shopfront:**

- What is the character of the existing shopfront?
- What are the strongest features of the existing shopfront?
- Is the current shopfront listed or in a Conservation Area?
- Can the existing shopfront be repaired?
- Do the elements of the architectural surround, ie pilasters, corbels, cornice, frieze, stallriser, survive?
- What is the proposed use of the shop, and is the shopfront appropriate?

#### **The rest of the Building:**

- What are the qualities and proportions of the rest of the building?
- Is there a particular architectural style?
- What materials are used?
- How well does the existing shopfront fit with the rest of the building?

#### **Street scene and local context:**

- What is the rhythm of the street elevation in which the shopfront will be located?
- Is there a consistent pattern to the shopfronts of adjoining buildings?
- What are the materials and colours used in the local buildings?
- How would a new shopfront fit in positively with the street scene?

#### **Local Planning Authority:**

- What are the specific East Herts District Plan policies?
- Have you checked the guidance set out in this SPD?
- Are there any restrictions such as Areas of Special Advert Controls?

- 5.2** Once the existing shopfront has been appraised, it is important to assess the design approach to be taken. In all cases, where a traditional or historic shopfront exists, the council will encourage its retention. Many traditional shopfronts only need repair or re- establishment of the traditional architectural frame of the shopfront to give many future years of use.

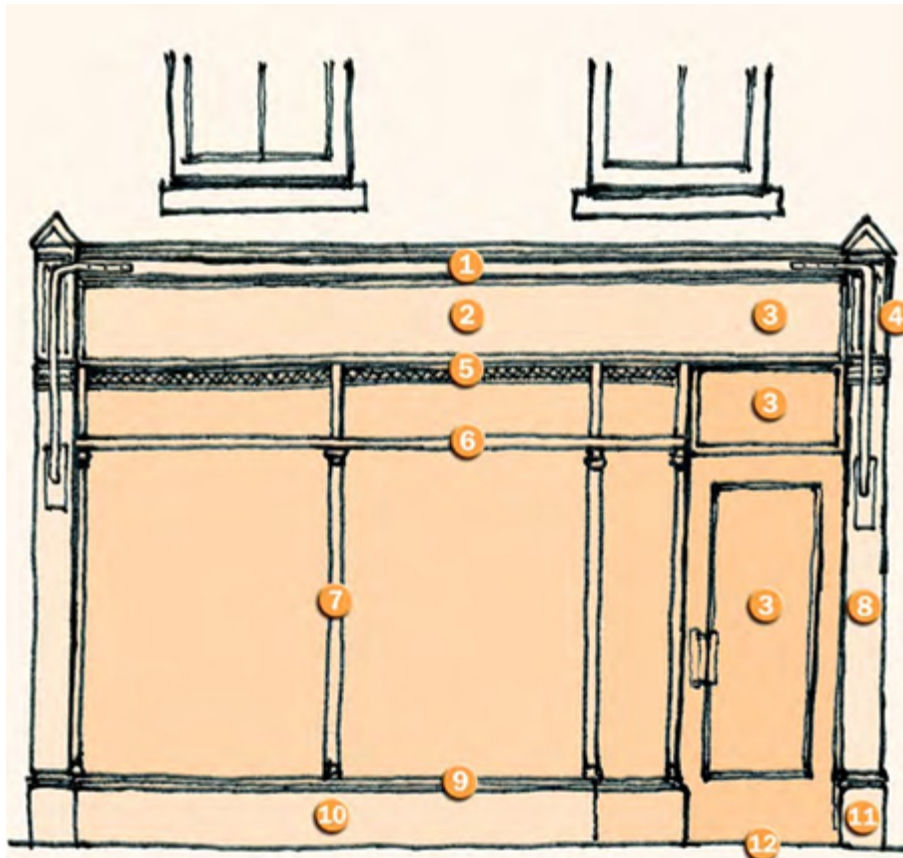


## 5 . What to take into Account



### Traditional Design

**5.3** A traditionally designed shopfront often has the entrance door set back from the pavement. It will normally consist of pilasters, with architectural details such as capital and plinth, a corbel or console bracket, and an entablature with cornice and frieze or fascia, which generally has a hand painted sign. The shop window will typically include two vertical mullions and a transom rail at door head level with clerestory or transom lights above. It will mostly be made of timber and sit within the traditional architectural framework around the opening. In some cases, a side door is included to serve the separate living accommodation to the upper floors.



1. Blind Box
2. Fascia
3. Location for property number
4. Corbel/console
5. Ventilator/grill
6. Transom
7. Mullion
8. Pilaster
9. Cill
10. Stallriser
11. Plinth/base
12. Threshold

Figure 20 – Basic elements of a 'traditional' shopfront.

## 5 . What to take into Account



- 5.4** Even where the original shopfront has been removed, much of the architectural framework often survives, sometimes covered up by modern fascia boards and signs. Therefore reinstatement would be encouraged. Another option is to propose carefully proportioned, well-resolved high quality modern designs in appropriate locations and where the existing building can accommodate the extent of change.

### Modern Design

- 5.5** Modern designs may be a product of their time, responding to trading patterns with larger display windows, the growth of chain stores and multi-nationals, and the amalgamation of single shop units into larger stores. The response is often to extend the fascia across all units in an attempt to create unity but more so to accommodate corporate signage that often dominates a building and creates an unacceptable horizontal emphasis.
- 5.6** Plastic signage, particular internally illuminated box framed fascias in overly bright, garish colours and large lettering, has the sole aim of attracting attention. This may be what the retailer had in mind but it is often unsuccessful in its impact on the building itself and jars with its neighbours. Where more than one negative frontage sits alongside another, the cumulative impact is particularly harmful to the streetscene and quality of the shopping environment.
- 5.7** Not all modern design is negative as it can adopt traditional principles to meet trading and retailer needs whilst being sympathetic to the character of the host building. This is particularly important with regard to subdivisions, bay widths, architectural features, colour schemes and the context of the building in question. Some companies are more successful than others at adapting their corporate identities.

## 5 . What to take into Account



27

East Herts District Plan | East Herts Retail Frontages: Design & Signage SPD (2019)



Figure 21 – The identity of a chain store respecting the style of the curved shop with its fascia supported on barley twist columns with plinth and ornate capital.



Figure 22 – this retailer now has a unique presence in Bishop's Stortford with a subtle fascia.



## 5 . What to take into Account



28



Figure 23 - The specific character of each building is reflected in the design of shopfronts in the top image, but ignored when the ground floors are amalgamated into one large unit.



### 6 Shopfront Design Advice

**6.1** The overall design of a shopfront encompasses a number of elements, any one of which, if inappropriately executed, can have a detrimental effect on not only the individual shop itself, but also the immediate locality. Therefore, proposals for either alterations to existing shopfronts or new shopfronts need to take account of a number of factors to ensure the end result relates sympathetically to the rest of the elevation including upper floors. Any details or features of interest should be incorporated into the design.

**6.2** Generally In their design, replacement shopfronts should:

- Reflect the architectural style of the individual building(s) with which they are associated, particularly insofar as their overall scale and glazing proportions are concerned. Where a shop occupies more than one building it is important that the individuality of each is clearly retained.
- Be generally well-proportioned and detailed, respecting existing decorative features and limiting signage to clearly defined elements.
- Utilise colour schemes sympathetic to the surrounding area in general and neighbouring buildings in particular.
- Employ traditional signwriting or utilise applied individual metal/timber lettering rather than vinyl, perspex or other non-traditional forms.
- Make use of discreet lighting and security measures in keeping with the building and its surroundings.
- Facilitate easy access through the use of appropriately detailed entrances – recessed where appropriate to overcome level changes – and door furniture.

#### Fascias and fascia signs

**6.3** Most shopfronts have a fascia and this is perhaps the most dominant feature. They play a dual role in both communicating the name, trade and number of the shop and forming an important design element in the 'framework' of the shopfront. As a general rule, Georgian and early Victorian designs employed upright fascias, with plain or decorative ends on top of any pilasters. In later periods the fascias were more often placed between console brackets (or other forms of termination) and canted forward. Fascias should be appropriate in terms of size and form to the architectural period and style of the building.

**6.4** Traditional fascias tend to be:

- Relatively narrow (around 18 inches/0.5 metres high).

## 6 . Shopfront Design Advice



30

- Proportional to the design of the shopfront and the building as a whole.
- Kept well below the cill level of the first floor windows whilst not extending down disproportionately far over the shop front proper.

**Figure 24 - Various sign and fascia issues**



- b) The sign has been located within the fascia area, contained by the corbel. It would have been more successful if painted onto the wooden fascia boards with the main name reduced in size.



- c) Although easy to read, the lettering is too large and thus crowds the applied fascia board. A hand-painted fascia would have been more successful.



- d) A plastic fascia board that is overly bright with large lettering and external lights that overpowers this building.



- e) An inappropriately positioned plastic board placed above the ground floor with large lettering. An uncomfortable relationship.

## 6 . Shopfront Design Advice



- 6.5** All too often, excessively deep fascias – often boxing over earlier forms – have been introduced to reflect the fashion current at the time. Where such fascias are out of place, their presence should not influence the design of any replacement. Instead, this should be based on the original form where physical or photographic evidence is available.
- 6.6** A desire to insert a suspended ceiling should not be used as justification for increasing the fascia's depth as there are other, less visually intrusive solutions which could be adopted to conceal such a false ceiling.
- 6.7** Traditionally, fascias have a moulded cornice running above them to help throw rainwater clear of the shopfront and thereby prevent rot. Such cornices normally have an appropriately detailed lead weathering to protect them and were often used to conceal roller-blind boxes.
- 6.8** A general set of principles should be applied:
- The fascias and signage should be in harmony with the other elements of the building.
  - The depth of a fascia should not exceed one quarter of the height from the pavement level to its underside.
  - The fascia should not extend below the head of the pilaster nor above the perceived floor level below the first floor windows or its cills.
  - Where corbels exist above the pilasters, these contained the fascia and determined its height and extent and should be respected.
  - Where corbels have been lost, they should be reinstated to create that frame and space.
  - Existing windows and architectural details such as string courses, friezes, cornices and pilasters should not be obscured, altered or defaced by fascias or projecting signs or advertisements.
  - Acrylic, plastic or other shiny materials applied to fascias should be avoided.
  - On 19th Century buildings painted timber fascias are more appropriate with either painted lettering or individually mounted letters of another material.
  - Box Fascias, usually of plastic and/or metal, often project out of the existing fascia panel, and are too large and bulky and unsympathetic to the style of most buildings, and should be avoided.



## 6 . Shopfront Design Advice



32

- Highly reflective materials should be avoided.
- Good contrast and simple lettering will make signage more legible. Standard shopfront designs used by national retail chains may not be suitable

### Pilasters and Corbels/Consoles

**6.9** Pilasters are half columns that act as supports for the corbels/console and provide a clear division between each shop. Corbels are effectively the brackets or 'end stops' to a fascia and together with the supporting pilaster, complete the frame to the shopfront. Corbels are normally decorative rather than functional features and are derived from classical architectural orders but can vary significantly in size and detail from the classical and neo-classical to art deco designs of the 1920's and 30's. Pilasters also vary in detail from plain to moulded or fluted.

**6.10** Pilasters and corbels make a significant visual contribution to individual shopfronts and, where they are used as a common element in a row of shops, can help to provide a unifying theme particularly evident in set-piece buildings purposely designed for retail use.



Figure 25 - Examples of corbels of the influenced by the classical period.

**6.11** Any such original features that survive should be retained. Where new shopfronts in the 'traditional' style are being proposed, care should be taken to ensure the quality and proportions of the detailing of the individual elements is appropriate so as to avoid the visual blight arising from either 'pastiche' or 'standardisation'.



### Canopies and blinds

- 6.12** Roller blind boxes were often incorporated into shop fascias. These were primarily intended to shade the shop-window displays from the sun and are not, therefore, commonly found on north-facing shopfronts. However, they also provide some protection to the shoppers and shop window against rain and sun and can be a lively addition to the streetscene, provided that they are designed as an integral part of the shopfront and are confined to it.
- 6.13** Where such blind boxes may have fallen out of use, resulting in the removal of the external ironmongery necessary for their function, the boxes themselves (often still containing the blinds) may survive in situ and, where this is the case, they should be refurbished and their mechanisms restored to full functionality where/if feasible.
- 6.14** Where canopies or blinds are being proposed as part of a shopfront design, they should normally be of the traditional, retractable type. Care should be taken to ensure that their size, shape and position are compatible with the character of the building. Architectural details should not be obscured when blinds are installed. The colour and materials should be in keeping with the materials of the shopfront and building.
- 6.15** Planning permission is normally required for all blinds, unless they are replacing existing blinds on a like-for-like basis. Blinds that carry symbols or lettering may be considered to be advertisements and may require advertisement consent. Listed building consent is required where blinds are to be installed on a listed building.
- 6.16** The Council will generally not permit blinds above first floor cill level. However, on existing buildings which are designed to accommodate blinds on upper levels, renewal will be acceptable if the blinds are concealed behind a traditional valance and do not carry advertisements. Folding or pseudo (fixed) 'Dutch' blinds are alien introductions to the traditional streetscene, perhaps owing more to sponsored advertising than any practical need. As such, the use of these latter types will be discouraged.

## 6 . Shopfront Design Advice



34



Figure 26 (left) - Section through a traditional fascia with integral roller blind (blue) and roller security shutters (purple).  
Figure 27 (right) - Dutch v simple roller blinds.

### Stallrisers and thresholds

- 6.17** The stallriser traditionally forms the lower horizontal and solid element of the 'frame' which encloses the display space and provides some protection against accidental knocks. Historically, the height of the stallriser was often dependant on the goods which were being sold, with those which would benefit from being viewed from above resulting in a low stallriser.
- 6.18** Higher stallrisers may have served to support projecting display shelves or tables, often associated with vertically-opening windows, of the type used historically by greengrocers, butchers and fishmongers, for example, in their shop designs.
- 6.19** Traditionally, stallrisers were constructed of render or wooden panelling on a rendered or stone / brick plinth. Early stallrisers were plain but in later centuries timber stallrisers included raised and fielded panels with mouldings. The modern reproduction versions are often inferior, utilising flat, un-profiled panels or applied mouldings which lack longevity.
- 6.20** Some stallrisers including decorative tiling relating to the type of business and in some instances incorporate terracotta panels, mouldings and lettering. Some pubs and butchers have glazed decorative tiles whereas some banks employed marble stallrisers Modern alternative have included laminates, mosaics and reflective tiles which are not considered to be suitable materials and should be avoided.



## 6 . Shopfront Design Advice



Figure 28 - A well-balanced frontage with stallriser of an appropriate height.



Figure 29 - Tiles with moulding and terracotta to the stallriser.



Figure 30 - Glazed blue tiles appropriate to this stallriser.



## 6 . Shopfront Design Advice



### 6.21

Historically where larger panes were used the building had a shallow stallriser or plinth, for example, the former Green Dragon Hotel dating from 1903 with its low blue green moulded plinth and dado and plate glass windows. Today the former hotel has been converted into retail and commercial units. Some modern shopfronts or commercial buildings can accommodate this minimalist approach but not all. Council policy requires that in certain locations, stallrisers should be incorporated into new frontages. Whatever their use it is possible for modern designs to incorporate these traditional features. In general stallrisers should not exceed the base of the pilasters of approximately 450mm in height. However, there may be cases where the stallriser could be higher, so seek advice first.



Figure 31 - The former Green Dragon Hotel design with full plate glass windows.



Figure 32 - Two examples where full glazing works.

- 6.22** Thresholds marked the point of entry and, as such were frequently used to display the shop name. This often took the form of mosaic-work which might survive a number of changes in ownership and, where found, should be retained.

## 6 . Shopfront Design Advice



38



Figure 33 - A selection of the few tiled thresholds.

### Mullions, transoms and glazing bars

**6.23** Mullions and transoms served as the main vertical and horizontal elements subdividing larger openings, in a pattern which reflects the proportions of the shop and the rest of the building. Transoms often enabled openable windows to be introduced for ventilation or the incorporation of ventilation grills.

**6.24** Shopfronts from the late-18th to early-19th centuries often had full moulded or barley twist mullions into which the glass was set. The moulding was provided to the interior as well as the exterior creating visual richness.

**6.25** Glazing bars of an increasingly slender, refined character were introduced as a means of holding small glazed panes in place within a larger frame, providing a particularly 'traditional' character. Though large sheets of plate glass have been used in shopfronts since the mid Victorian period, smaller divisions of glazing have remained in use for most traditional shop designs.

**6.26** A transom should divide the window at the same level as the line between the door and door light. Mullions should line up above and below the transom and may reflect vertical alignment of windows in the upper floors or the bays of the building.

**6.27** Unless a large expanse of glass is a principal feature of the design, then this practice of incorporating transoms and mullions should be followed. Therefore, where there is evidence of such features having previously existed in a shopfront it may be appropriate to consider reinstating them, not only for aesthetic reasons but also for practical ones.



considerable potential for saving on glass replacement costs as, where casual vandalism or accident is concerned, it is unlikely that more than one pane would be damaged.

39



Figure 34 - An interesting Edwardian decorative glazing bar and a moulded mullion from the late-19th century.

### Doors and door furniture

- 6.28** The choice of door handles, letter boxes and other associated items of furniture is of importance as careless selection may be visually inappropriate and/or impracticable, particularly for the elderly or disabled. Again, these elements should reflect the overall character of the shopfront whilst remaining both robust and functional.



## 6 . Shopfront Design Advice



40



Figure 35 - Original Doors.

### Shop signage

- 6.29** Signage on fascias is best limited to details of the shop name and street address. Too much information creates clutter and visual confusion. Ideally, traditional signwriting or applied individual metal/timber letters should be used with painted timber as a base. The use of 'standard' vinyl, Perspex or similar materials is not considered to be appropriate, particularly in conservation areas and when applied to listed buildings.
- 6.30** Size of lettering should be determined by the need to be reasonably legible to shoppers, but not be too large to swamp the fascia or the shopfront. Generally individual letters and symbols should be no greater than 1/2 to 1/3 of the height of the fascia. Each shop must have its street number clearly displayed on the shopfront. Numbers can be positioned on the fascia, on glazing above doors or on the door.



Figure 36- Appropriately scaled lettering to height of fascia.



Figure 37 – Example of a fascia with a too much lettering and an inappropriate Dutch blind.

- 6.31** Historically, other areas used for the display of more temporary advertising materials included the reveals of recessed doorways, where chalkboards might be put up or the sloping edges to the window display platforms above the stallrisers. As previously noted, stallrisers and adjacent paving surfaces might incorporate decorative tiling or mosaic work relating to the shop name and/or business.
- 6.32** The practice of displaying brush advertising material in the form of window stickers or banners draped across fascias or on elevations above ground floor level is inappropriate and can effectively compromise the character of the street, creating cluttered appearance and detracting from the appearance of the building/s.

## 6 . Shopfront Design Advice



42

- 6.33** Such inappropriate advertisement and signage prevents people from seeing into shops and has a detrimental visual impact on the character of an area. By contrast, attractive window displays have a positive effect on the perceived quality of the shopping area that will attract the interest of visitors and residents alike.



Figure 38 – Excessive signage significant in number and scale.

- 6.34** It must be remembered that a shopfront provides the framework for displaying goods. The method of display is crucial, not only in attracting the customer, but also making for a lively street. Shop windows should not be obscured by a proliferation of stickers and decals. A few carefully chosen and well-arranged items will be more eye catching than a display window crammed with goods.

### Corporate Styles

- 6.35** Company logos, signs and standard shopfront designs may not be suitable for either individual buildings or in Conservation Areas. The overall appearance of the building and the area is more important than promoting a 'corporate house style' for different branches of the same company. Care should be taken to adapt the design and incorporate the company logo in the overall design. Multiple stores need to co-operate in modifying their standard 'corporate' lettering, especially in conservation areas and on listed buildings.

### Signage on Glazing

- 6.36** Large areas of glazing can be a useful location for shop signs, which can be painted or etched onto the internal surface of the windows. This may be particularly suited to frontages that have an architectural form that do not lend themselves to the attachment of large external signs or fascias. However excessive signage can make windows look cluttered, especially when combined with additional advertisements and posters. Large vinyl



stickers, often with exploded photos of products and used by convenience stores, are particularly harmful to the building and the character and appearance of the area and must be avoided.

- 6.37** Large areas of uninterrupted glazing should be easily identified to prevent people from walking into them accidentally. This should be with permanent marking 1.5m above street level. Clearly visible handles or push plates on fully glazed doors may also help to prevent accidents. Young children and people with a visual impairment may not detect the edge of a fully glazed door, and these should have a clearly visible frame or edge.

### Projecting or Hanging Signs

- 6.38** A well designed hanging sign suspended from traditional brackets can enhance the appearance of a shopfront and add vitality to a traditional shopping street. Sign-written hanging signboards of a modest size are an established feature of traditional streets and should be retained. Where the original brackets still exist, their reuse will be encouraged. Where new brackets are required, they would need to be detailed to fit in with the overall style of the building and their location should be carefully selected so as to minimise any potential for detrimental impact on the building itself or its neighbours. Any board should be painted timber and sign written. Bespoke hanging signs such as those used by chemists, barbers or ironmongers will be supported where of an appropriate design, appearance, material, and finish.
- 6.39** If original brackets are not present, a projecting sign may be accommodated centrally on a pilaster, at fascia level, at a minimum height of at 2.4m clearance from the pavement and 1m minimum in width from the outer side of the kerb line. The signs should be simple and limited to the relevant information relating to the shop and the services provided. No more than one sign will be considered acceptable per retailer or business and with deemed consent, should not exceed 0.75m<sup>2</sup>. Where exceeded, or a sign of any size is illuminated, advertisement consent may be required and Listed Building Consent will be required where attached to a listed building.
- 6.40** In conservation areas or on listed buildings, internally illuminated projecting box signs are considered unacceptable. Where illumination is required and justified, the most appropriate form for hanging signs is 'picture-lighting'. Other forms of external lighting will be considered on their merits.



## 6 . Shopfront Design Advice



44



Figure 39 - Positive examples of hanging signs using traditional brackets, or the original in respect of Pizza Express.

### Illumination (general)

- 6.41** Neon signage, illuminated letters and internally illuminated box signs and fascias are generally considered inappropriate, particularly for historic streets. Such signs tend to be too obtrusive and are usually constructed from unsympathetic materials.
- 6.42** Signs illuminated externally by means of trough lights or carefully positioned spotlights are potentially more acceptable but such illumination should only be considered for premises which are normally open after daylight hours, such as dispensing chemists, public houses, restaurants and other places of public entertainment.
- 6.43** The use of external floodlighting or downlighters is rarely necessary or appropriate as they add light pollution. In this context, it should be borne in mind that additional illumination should not be necessary where the level of street-lighting is adequate.



Figure 40 – Unnecessarily extensive lighting.

### Upper floors

**6.44** All advertising above ground floor level should relate solely to the use on that floor, rather than the commercial use below. For businesses operating from upper floors, painted lettering on window panes is preferred. Black or gold lettering is the traditional solution for this purpose. Etching can also be employed. Additional signs fixed to the outside of the building should be avoided, although “low key” signs e.g. brass plaques, may be appropriately sited next to entrances to the upper floors.

### Security Shutters and Grilles

**6.45** Many retail frontages in the UK have been blighted by long stretches of solid aluminium shutters. At night these shut off light from within the shops creating an intimidating atmosphere. They prevent observation of break-ins and attract graffiti. There are some examples of shutters in the main shopping areas but not to the extent that they have created the negativity experienced elsewhere. There is evidence of runners of hooks for external mesh steel grilles on a number of shops. Some premises have internal expanding grilles which do not appear unattractive. Should proposals be presented for shutters account should be given to the following guidance and advice.

## 6 . Shopfront Design Advice



46



Figure 41 (left) - An imaginative use of external shutters. Figure 42 (right) - Poor Visibility through this inappropriate shutter

### 6.46

External shutters often retract into external boxes below the fascia and vertical runners attached to the pilasters. These both harm the appearance of a shopping streetscape. However, there are alternatives that avoid these problems:

- Security Glass is an ideal solution with no detrimental effect on the appearance of the shop. Modern toughened and laminated glass can give very high levels of security and there is a wide range of products available from standard 7mm laminated glass to bulletproof glass.
- Internal Grilles: Internal shutters require no external additions to the shopfront, and when they are the open link grille type, allow a clear view into the shop and give an open appearance from the street.
- Removable External Shutters: External shutters can be acceptable if they are appropriate to the shop and designed to suit its character. Traditional timber shutters that can be removed completely are fitted over each window; steel framed meshes with heavy gauge wire across fit over a larger area of glazing.
- External Roller Shutters: In exceptional circumstances external roller shutters can be used but they should be chosen carefully and fitted sensitively, so that:
  - They are of the open grille type allowing clear vision through.



- The housing is contained within the design of the shopfront, preferably behind the fascia.
- The runners should be built into the frame of the shop.
- Solid External Shutters are only acceptable on traditional open shopfronts with no glazed window display, such as some fishmongers or butchers.

### Alarm boxes and security cameras

- 6.47** Burglar, fire alarm boxes and security cameras should be discretely sited and painted so as not to detract from the visual and architectural character of the building, whilst ensuring adequate visibility for deterrent purposes. Any necessary wiring should be routed in such a manner so as to be as unobtrusive as possible. These considerations are particularly important where listed buildings and conservation areas are concerned.

### A-boards and Banners

- 6.48** 'A'-boards are often displayed to attract custom to nearby premises. The unauthorised positioning of such signs on highway land is considered hazardous to highway users, particularly the visually impaired and introduces visual clutter into the streetscene and may result in action being taken to secure their removal.



Figure 43 - Examples of A-Board clutter.

- 6.49** The Highway Authority normally does not allow signs to be displayed on land in its control and has the power to remove them. Advertisement Consent is required for such signs on private land.



## 6 . Shopfront Design Advice



48

### Modern Shopfront

- 6.50** In certain circumstances, it might be appropriate to design a modern shopfront either within the traditional surround or within a carefully articulated new shop frame that reinterprets the proportions and forms of the adjacent shopfronts in a contemporary manner. The design of modern replacements should be of a high standard in order to bring diversity and vitality to the street. At the same time, proposals should always take account of adjacent shopfronts where these are of traditional design and should relate in terms of fascia lines, stallriser heights, bay widths and materials.
- 6.51** Shopfronts combining two shop units often disrupt the strong vertical emphasis, relate poorly to the buildings and introduce a visually unacceptable horizontal emphasis. It may be necessary therefore to retain or introduce an intervening pilaster and to break the fascia so that it looks like two separate shop units. Corner shopfronts have an important visual and practical role to play in shopping areas. Special care will be required for shops of 'double' aspect and window displays.

### Construction material and finish of shop frames

- 6.52** Materials should be selected to harmonise with the character of the building concerned. As a general principle, the type and number of materials used should be kept to a minimum, should be durable and easy to maintain. Shiny, reflective materials or lurid colouring should be avoided.
- 6.53** Traditional materials such as painted timber, glass, steel, render, stone, glazed tiles are still the most commonly used materials for good shopfronts and will appear in most better- quality designs. In well-established shopping areas with historic interest, painted timber, combined with other traditional materials are the most appropriate usually matching the features of the upper floors. Traditional shopfronts should not normally have a natural or varnished timber finish and exposed tropical hardwoods are especially unsuitable.
- 6.54** Modern framing materials such as extruded aluminium and UPVC, which are smooth, flat in texture and plain in section, are unlikely to be considered acceptable on historic buildings and certainly not in an attempt to mimic a traditional design. There are some steel-framed shopfronts in the District and these can result in elegant simple modern designs which should be retained. Powder-coated cast aluminium, stainless steel and frameless glazing can all suit contemporary design.
- 6.55** Shop fronts which comprise a series of folding doors, usually proposed for café and restaurant uses and which enable the entire frontage to be open in fine weather, can be problematical in historic buildings. When fully open they result in a ground floor void lacking any solid base to the building, whilst when closed the proportions of the folding doors can result in

## 6 . Shopfront Design Advice



vertical sub-division particularly if the frames are heavy. This approach is generally discouraged in historic buildings and within conservation areas, except in some cases, where the property is set back from the pavement with a reasonable private forecourt. However, alternatives could be considered such folding windows or horizontally sliding windows which sit upon a solid stallriser. This can achieve the same effect in fine weather whilst retaining a solid visual base to the shop front at all times.

49

East Herts District Plan | East Herts Retail Frontages: Design & Signage SPD (2019)

### Colour and finishes

- 6.56** The key to a successful colour scheme is to avoid colours with a high intensity which would make them overtly dominant in the street scene. Traditional joinery colours are dark blue, dark green, burgundy, brown, black, pale grey, creams and broken white. Using a consistent colour is preferable for all joinery. This approach will often still be the most appropriate one. However there are some exceptions, such as Lussmanns, a Grade II\* listed building in Hertford which dates from the Georgian period. It was remodelled in the 19th and 20th centuries with the ground floor housing a unique Egyptian revival style shopfront and a unique use of colours. It should be remembered that this is a one-off and does not justify some of the solid colours or colour schemes that are now evident elsewhere.
- 6.57** The choice of appropriate colour will depend upon the character of the particular building, street or area. Additionally, the council may seek to limit colour schemes where the shopfront is an original example, in a conservation area or forming part of a listed building.



Figure 44 - One-off special buildings like Lussmanns may be able to accommodate a stylized appearance and unusual colours. It does not apply to all.

- 6.58** Colour can be used to emphasise important elements of the design, to reinforce certain aspects and to pick up details, such as mouldings and lettering. Pilasters and corbel brackets should be a consistent colour. Where shared by adjoining shops they should not be painted half one shopfront

## 6 . Shopfront Design Advice



50

colour and half the adjoining colour. Traditionally rendered stallrisers and pilasters were painted in a contrasting colour to the joinery in smooth masonry paint. Original facing brick, steel and bronze or hardwood frames should not be painted and textured coatings should never be used. Joinery is normally best painted in a gloss or semi-gloss finish; a stained finish is almost always inappropriate in historic areas. The character or appearance of historic areas can be harmed by the use of strong and vivid colours. Restraint is required, preferably through the choice of traditional paints, colours and finishes.

- 6.59** It is helpful to emphasise the location of shop entrances for people with a visual impairment. This can be done through use of colour and textural contrast, on the vertical plane between entrance and the rest of the shop front and underfoot, by emphasising the change from pavement to shop floor.

### Empty Shops

- 6.60** It is recognised that there will be occasions when properties are vacant with shopfronts possibly needing to be boarded up for security reasons. It is important that this is only done as a temporary measure whilst steps are taken to bring the shop back into use. The boarding up of premises has a significant impact on a building's appearance and on the surrounding area.



## 7 Access Provisions

- 7.1** Wherever it is practicable, the design of a new shopfront, or proposals to remodel existing premises should provide access to everyone regardless of age or disability. Thus the principles of inclusivity should be employed whereby the whole scheme is designed to be accessible without the need for separate entrances or facilities which can only be accessed by request. A number of existing shops and premises in the shopping areas have ‘at grade’ level or gently sloping entrances. Due to the medieval pattern and street systems, some benefit from a double aspect or a shopfront to another street which can be utilised to provide suitable access.
- 7.2** Obviously, this requirement has great implications for the design and layout of sites and buildings, both externally and internally. Most buildings will have to comply with the Building Regulations and access requirements. Designs should be undertaken with this in mind.
- 7.3** It should be remembered that those with special requirements related to access are not limited to wheelchair users, but includes people with impaired vision, hearing or mobility. In addition to the possible regular users of the development, occasional visitors will also need to be considered.
- 7.4** It is recognised that in certain instances the character of listed buildings or other existing structures will mean that compromises may have to be made regarding the overall aim of inclusivity.



Figure 45 – An historic shopfront that could not accommodate access for the less able without significant harm.



## 7 . Access Provisions



52

- 7.5** Alterations or new frontage should ensure access for all through the main entrance by creating a clearly defined, well-lit, unobstructed and level approach. Where this is not possible, a secondary accessible entrance should be considered. Only in exceptional circumstances should disabled people be obliged to ring a bell or wait to be escorted onto the premises.



Figure 46 - A historic entrance with original handrails assisting entry (left). An additional step to ease entry (right), however a uniform surface treatment would have been more appropriate.

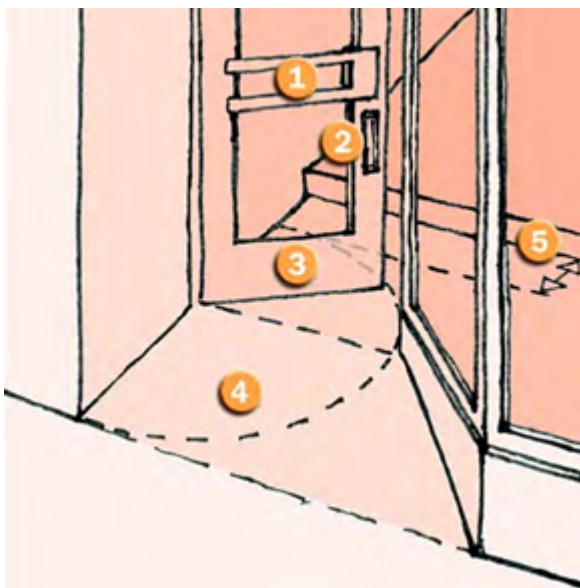
- 7.6** The following points should also be borne in mind:
- The entrance to the shop should be level with the pavement. If this is not possible, a non-slip ramp (maximum gradient 1:12) should be provided, to allow access for people with limited mobility, including elderly people and shoppers with pushchairs.
  - Doors should have a clear opening width of 900mm, with a clear 300mm space adjacent to the opening side of the door. Where there are double doors, there should be a clear opening width of 800mm through at least one of the leaves. Where building constraints make these recommended widths impossible, the minimum clear opening width should be 750mm.
  - Where space is limited automatic doors are helpful, and there are a variety to suit most situations. Traditional shops may choose power-assisted doors, or automatic doors operated via a push plate. If manual, doors should be light, well hung, and self-closing forces kept to the minimum necessary. Revolving doors are not recommended.

## 7 . Access Provisions



- Where there are unavoidable steps, these should be easy going, have a handrail on both sides and should be easy to see by including contrasting step nosings.
- On many traditional shopfronts the entrance is recessed. These recesses add variety to the shopping street. However, if open at night, they should be adequately lit for safety reasons.

53



1. Handle of appropriate height & design
2. Letterbox at convenient height
3. Kicking plate
4. Door hung to swing without obstructing pavement
5. Any necessary internal step 400mm beyond door swing

Figure 47 - Recessed entrances can accommodate appropriate access for the less able making the shopping experience 'user friendly' but care is required with detailing.

## 7 . Access Provisions



54



Figure 48 - Both the ramp and shopfront make for an unacceptable impact on the building and streetscene

1. Showcase
2. Landings (min900m2)
3. Ramp (1 in 20)
4. Safety Glass

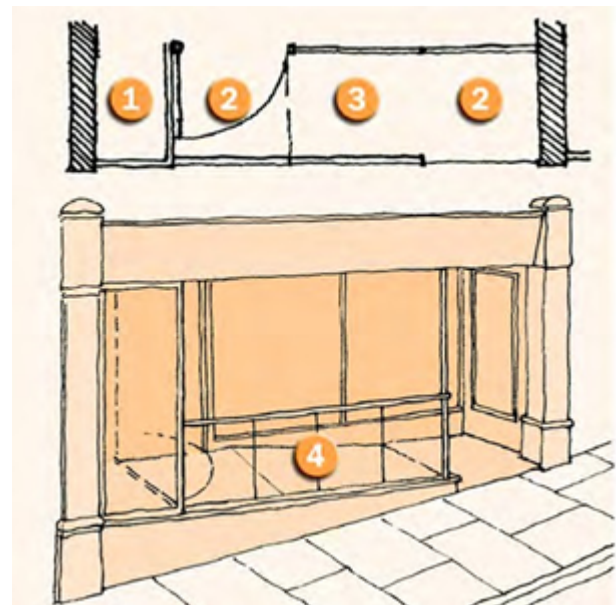


Figure 49 - Highways rarely permit level changes on pavements within their control. Where practical and achievable, this approach may offer an alternative and less intrusive approach.



## 8 Summary

- 8.1** The history of retailing and the availability of building materials and their associated construction methods are largely responsible for the appearance of our shopping centres and high streets today.
- 8.2** Alterations to existing commercial premises need to be carried out in a manner which is sympathetic to the original design and scale of the building and its setting. Demands from corporate businesses and the need for a higher retail profile has done much to destroy harmonious streetscapes. Modern materials and advertising methods have been used in ways which are out of context with the character of areas.
- 8.3** An understanding and appreciation of the development of the shopfront is useful when making changes and it is particularly important to conserve historic features and detailing in conservation areas and areas where the historical character is an important aspect of local distinctiveness.
- 8.4** It is not always easy to control the precise appearance of shopfronts and signage, especially when recent changes have been introduced which are not sympathetic to the existing fabric and design. Care is needed in the detailing of the fascia, canopies and blinds, pilasters and consoles, stallrisers, mullions, transoms and glazing bars, door furniture, shop signage, upper floors, illumination, security and alarm boxes.



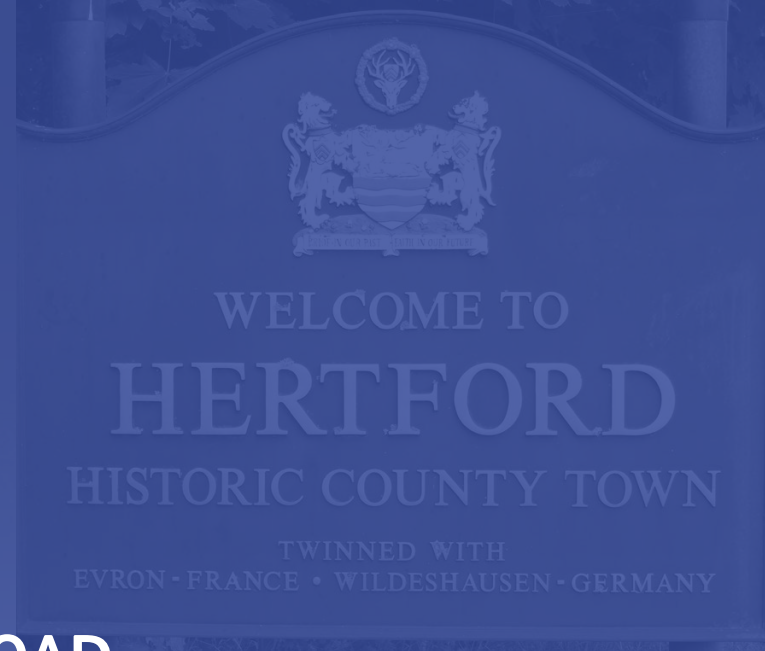
# POLICY HERT3

## LAND SOUTH OF WELWYN ROAD AND WEST OF THIEVES LANE HERTFORD

### MASTERPLAN FRAMEWORK DOCUMENT

February 2019

**Croudace**   
HOMES.CO.UK







Policy HERT3 allocates two land parcels for development for a minimum of 550 dwellings. Around 250 dwellings are allocated to the land south of Welwyn Road, and around 300 to the north.

We are working on a collaborative basis with the promoters of the land to the north of Welwyn Road. With this in mind, the same highway and drainage consultants have been instructed to act in relation to both sites. This provides a greater degree of certainty and continuity in providing these new urban extensions.

The preparation of an overarching Masterplan Framework for the two sites is required as part of policy HERT3. The Hertford Steering Group has also been set up by the council to better understand the relationship between the two sites and discussions with these members are underway.

This Masterplan Framework responds to these requirements.



## INTRODUCTION

- WHO WE ARE	1
- THE VISION	2
- PLANNING CONTEXT	3-4

## SITE ANALYSIS

- PHYSICAL CONTEXT	5
- CHARACTER ANALYSIS	6
- SITE CONSTRAINTS	7
- SITE OPPORTUNITIES	8

## KEY CONSIDERATIONS

- PUBLIC CONSULTATION & ENGAGEMENT	9
- GOVERNANCE AND STEWARDSHIP	10
- DRAINAGE STRATEGY	10
- HERITAGE	10
- LANDSCAPE	11
- ECOLOGY	11
- HIGHWAYS	12
- SUSTAINABLE TRANSPORT	12

## MASTERPLAN PRINCIPLES

- GREEN LINK	13
- VILLAGE GREEN	13
- BUILDING FOR LIFE	12-15



Croudace Homes is a well established regional residential developer founded in 1946 and to this day remains a family run business.

Our mission is to create homes of the highest quality for our customers, to exceed their expectations regarding service and to deliver top levels of performance for our shareholders.

We take care to design our product and site layout to meet the needs of local people, and recognise that consideration of the environment is of ever increasing importance.

Our uncompromising commitment to quality extends to the first class service we offer customers after they have moved in. We are proud of our excellent ratings in national customer satisfaction surveys which place us amongst the top echelon in the house building industry.

Examples of previous Croudace Homes developments are shown to the right, exhibiting a range of building forms and architectural styles.



# The Vision

Croudace are committed to creating a neighbourhood that not only the company are proud of but more importantly the future residents will also be proud to be a part of. We want to create a strong, sustainable community that contributes to and enhances the local area and Hertford as a whole. We want the scheme to meet local needs and to provide benefits and opportunities not currently enjoyed in this location.

These objectives and visions have shaped our proposals.

## 5 Key objectives of the scheme:

- 1 A neighbourhood that is design-led with a strong sense of place
- 2 A neighbourhood that is well connected, accessible and can be easily navigated
- 3 A neighbourhood that provides new housing at a scale and mix which meet local requirements
- 4 A proposal that contributes to and enhances both the current site conditions and the local area.
- 5 A sustainable, safe neighbourhood and thriving community that residents are proud to be a part of.





The East Herts District Plan was formally adopted by the Council in October 2018 and sets out the Council's planning framework for the district for the period 2011 to 2033.

Policy DPS1 sets out a requirement for a minimum of 18,458 net additional new homes within the District in the period 2011 to 2033, equivalent to an average of 839 new homes each year.

Policy DPS2 sets out the overall spatial approach to meeting the housing requirement during the plan period (i.e. where the new housing is expected to be located), which includes urban extensions to Hertford.

### Hertford

Policy HERT1 sets out the Council's strategy for accommodating growth in Hertford, which includes 550 homes to the west of the town as part of the overall delivery of a minimum of 950 new homes for the settlement. The detailed proposals for the development of 550 dwellings to the west of Hertford are set out in Policy HERT3. This states that land to the west of Hertford is allocated as a residential site, to accommodate a minimum of 550 homes by 2022, with around 300 homes being provided to the north of Welwyn Road and around 250 homes south of Welwyn Road/west of Thieves Lane.

Policy HERT3 also requires a Masterplan Framework to be prepared, involving site promoters, landowners, East Herts District Council, Hertfordshire County Council, Hertford Town Council and other key stakeholders. This Masterplan Framework responds to this requirement.

Policy HERT3's specific criteria include requirements to provide adequate infrastructure, including for communications to facilitate home working, and upgrades to the sewerage system.

In accordance with the provisions of HERT3 IV(d) development of the site may give rise to the opportunistic use of some minerals during the construction phase in accordance with

matters to be agreed with Hertfordshire County Council, as Minerals Planning Authority.

Further to Policy HERT3, the newly adopted District Plan has a wide range of policies relating to housing, the environment, transport and securing good design. Such policies need to be complied with as a whole.

### Housing

Policies HOU1 to HOU8 set out additional detailed requirements for new housing developments and include:

- Policy HOU1 – Type and Mix of Housing
- Policy HOU2 – Housing Density
- Policy HOU3 – Affordable Housing
- Policy HOU7 – Accessible and Adaptable Homes
- Policy HOU8 – Self-Build and Custom Build Housing

The planning application will propose an appropriate mix of housing tenures, type and size that reflects the needs of the local area in accordance with Policy HOU1.

As required by Policy HOU2, the scheme will need to make efficient use of the land while respecting the surrounding character and appearance of the area in relation to the built and natural environment.

Policy HOU3 (Affordable Housing) requires the provision of up to 40% of new houses to be affordable. The final scheme design will ensure that the affordable homes are integrated within the site, with the specific size and tenure of the affordable units through the application process with the Housing Officer.

Policies HOU7 and HOU8 require all new dwellings to meet the Accessible and Adaptable Building Regulations Standard as well as 1% of new units to be available for prospective self-builders.

The final scheme design will set out how these requirements are to be achieved.



Sites allocated for housing in Hertford from East Herts District Plan



Allocated site west of Thieves Lane for 250 dwellings from East Herts District Plan

## Design

Policy DES1 seeks to ensure that all significant development proposals are informed by a detailed Masterplan Framework. Such Masterplan Frameworks ensure new developments are well designed, respond positively to the distinctive characteristics of a particular site and respect the surrounding character in terms of height, scale, materials, layout and overall architectural style.

The scheme to be submitted as part of the planning application will respond to and reflect the principles set out in this Masterplan Framework Document. This will ensure that the scheme represents a well-designed proposal that respects the surrounding character and landscape.

## Transport

Policy TRA1 ensures all schemes achieve sustainable transport by being located in an area close to a range of shops and other services where residents have real choice about their mode of travel. The site is located close to a range of services including primary and secondary schools, community hall, shops, public house, train station and bus stops. The scheme design will need to ensure permeability for pedestrians and vehicles, including a potential bus route which will help provide for sustainable connectivity.

The scheme layout will offer future residents a real and varied choice of non-car based travel thereby resulting in a truly sustainable development in transport terms. On-site parking for cars and cycles will accord with Policy TRA3 and the relevant guidance.

Policy TRA3 also requires that provision should be made for charging points for low and zero carbon vehicles and refers to the Council’s Supplementary Planning Document “Vehicle Parking Provision at New Development”, which stipulates (amongst other things) that for garages to be counted as parking spaces they should have minimum clear internal dimensions of 2.6m x 5.6m or 3.2m x 5.0m so as to allow for storage beside or behind the parking space. Car ports should have minimum internal clear dimensions of 2.4m x 4.8m. The proposed garages and car ports

will meet or exceed these dimensions. Where practical electric car charging points will be provided to houses and infrastructure will be included in shared parking courts to allow for the future provision of vehicle charging points.

## Open Space and Natural Environment

Policy CFLR1 entitled Open Space, Sport and recreation ensures new residential developments meet the necessary Accessible Natural Greenspace standards set by Natural England. The heart of the proposal is an area of public open space which provides for informal recreation. In addition to this the boundaries of the site contain additional areas of open space all of which will contribute to the well-being of future residents. The design of the scheme has been mindful of the public right of way which runs from Welwyn Road to the ancient woodland at the most narrow section of the site. The footpath will further contribute to the enjoyment and leisure aspects of residents.

Policies NE1 and NE2 ensures all ecological matters are suitably addressed and that schemes should aim for a net gain in biodiversity. The scheme will secure a net gain in site biodiversity and ecological value.

## Heritage

The site is adjacent to the Grade II\* registered park and garden at Panshanger Park. In accordance with the provisions set out in Policy HA1, the scheme will be designed in order to preserve the historic value and setting of this designated asset. The applicant has been mindful of the importance of this site from the outset. The scheme design proposes a green and open buffer around the shared boundary with the park that preserves the setting of the park and with the footpath, provides for access to the park for future residents.

## Climate Change

Policies CC1 and CC2 requires residential development to demonstrate how they have considered climate change and how they can mitigate and adapt to climate change over time. Such issues will be addressed in any future planning application. However, and as an overarching position, the scheme will be

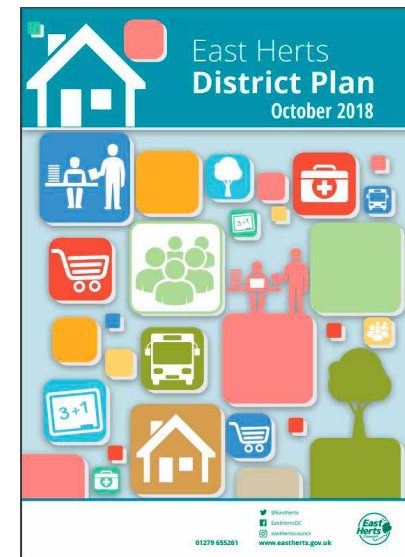
designed to accord with both policies by providing new well-designed energy efficient dwellings that will be able to respond to and adapt to climate change.

Policy DES4 also seeks to ensure that schemes provide for innovative design, new technologies and construction techniques, including zero or low carbon energy and water efficient design and sustainable construction methods. The policy also seeks to ensure that new technologies are catered for, seeking the provision of high speed broadband connectivity through the provision of Fibre to the Premises.

## Summary

Croudace Homes, alongside Woolf Bond Planning will be making a detailed planning application for around 250 dwellings. The development will feature a mixture of one to four bed properties including the provision of 40% affordable housing in accordance with policy. The planning application will have regard to the policies and requirements of the development plan.

This Masterplan Framework will inform the detailed scheme design.

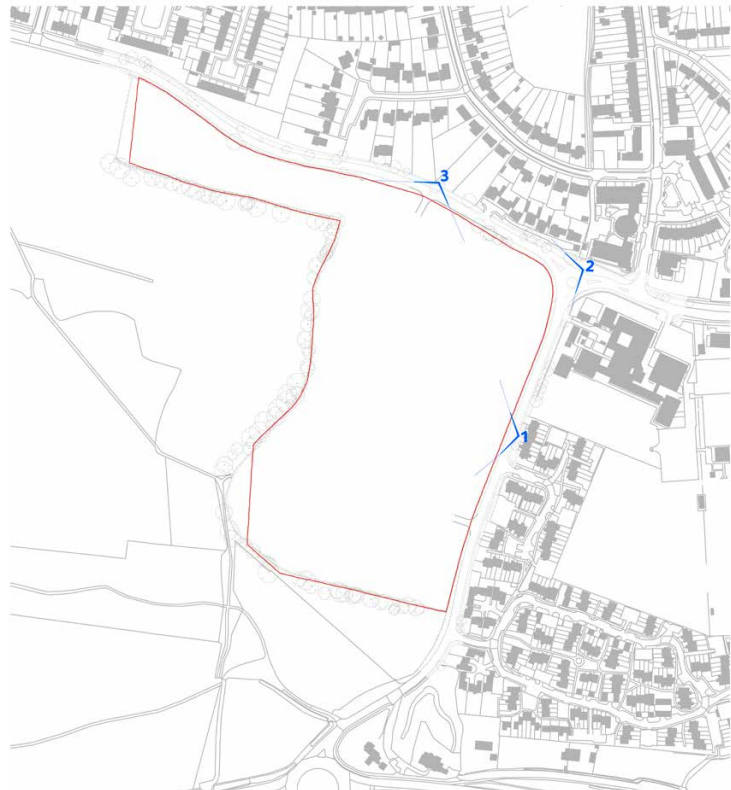




# Physical Context

The site is located to the west of Hertford, and is adjacent to the Selwyn Farm area of the town. The site is an open field and is formed by a large rectangular field and a smaller rectangular field that runs parallel to Welwyn Road. Together these form an L shaped plot of land. The site is bound by Welwyn Road to the north and Thieves Lane to the east.

There is existing housing to the north and east of the site which spreads into Hertford town. To the west of the site is Panshanger Park which is a Grade II\* registered park and garden. A public right of way runs through a narrow section of the site, linking Welwyn Road and Blakemore Wood.



VIEW 1



VIEW 2



VIEW 3



VIEWS FROM WELWYN ROAD



## Immediate Vicinity

As seen from the photos, the surrounding development was predominantly built between 1960 and 1990 with some small pockets built within the last 10 years. These developments are typical examples of developments built during this time and are not distinctive in style to Hertford.

It would therefore not be appropriate to adopt the same architectural style on this scheme; however, similar materials can be utilised to create a development that is sympathetic to its surroundings.



## Wider Area

The majority of good examples of residential architecture found within Hertford are of Victorian/Georgian era properties with some located within the Hertford Conservation Area.

These are distinctive to Hertford and a style that incorporates some of the features and elements of these buildings would create a scheme with a sense of place.

As the site is located on the edge of Hertford towards the open countryside, it is also appropriate to respect the style found within the surrounding villages, particularly on parts of the scheme that front the Ancient Woodland and towards Panshanger Park.



## Site Constraints

### Page 8 Site Topography

The site is bound by Welwyn Road, Thieves Lane and the woodland belts of Blakemore Woods and Chesher's Plantation. The site slopes gently from the north west to the south east, spanning from 72.50m to 69.00m above ordnance datum. There is a steep bank between Thieves Lane and the site, starting from the south east corner and gradually reducing towards the roundabout where it meets Welwyn Road. At its steepest there is a level difference of 2.5m between the road and the site.

### Vehicular Access

The proposal includes two new access points to the site as agreed with Hertfordshire County Council, one from Welwyn Road and the other from Thieves Lane. These two points will be connected by the main spine road of the development which will provide primary access to all dwellings. The spine road will contain features to reduce vehicular speeds through the development, thus discouraging the route being used as a potential shortcut between Welwyn Road and Thieves Lane.

### Pedestrian Access

There are various potential points for pedestrian access to the site, including off the roundabout where Welwyn Road and Thieves Lane meet. There is an existing public right of way which cuts through the site between Welwyn Road and Blakemore Wood. This will be retained and enhanced to make a clear path through the site. The pedestrian access from the roundabout will provide a visual link to the protected woodlands and allow for easy access to the neighbourhood centre of Sele Farm which lies to the north east. See page 10 for further details.

### Retained Landscaping

Wherever possible landscaping surrounding the site will be retained and enhanced. Additionally there is a 15m buffer to the western boundary of the site which prevents development in this zone adjacent to the ancient woodland.



# Site Opportunities

## Opportunities

The site offers many opportunities which have been detailed below:

- Visual corridor with views towards the Blakemore Woods from the junction where Welwyn Road and Thieves Lane meet
- The scheme will seek to provide for additional views from and through the site towards the adjacent woodland, registered park and open space
- Potential spine road linking the two vehicular access points
- Sustainable drainage features located at the south of the site due to the topography of the land
- Heart of the development in the centre of the site in the form of a village green
- Location for key buildings which provide a gateway to the site and frame the views to the ancient woodland
- Suitably located pedestrian links which provide access through the site and to the existing network
- Pedestrian links at the roundabout which provide easy access to the Neighbourhood Centre of Sele Farm
- Open Space to the edge of the development providing the buffer to the woodland and green spaces which can be overlooked by housing

## Design Concept

The proposal has been designed to respond to site specific constraints and to take advantage of the opportunities detailed above.

A focus of the proposal will be to incorporate the visual corridor towards Blakemore Woodland. Buildings will be located to frame the view and will open up towards the woodland to maximise this opportunity. Additional views towards the woodland and the outer edges will be provided through and from within the scheme.

A spine road will link the development and provide primary vehicular access throughout the site. Properties fronting onto the spine road will be up to three storeys which will provide a strong frontage and help form a key character area of the development.

Softer frontage will be provided to the edge of the development with the style of dwellings reflecting their location within the site.



Page 8



## Key Considerations

### Public Consultation and Engagement

We have sought to engage with key local stakeholders throughout the preparation of the draft proposals for the site.

This has included meetings and correspondence with the local steering group, meetings with the local planning authority, correspondence with local councillors, and presentations to the Council. We have also held discussions on the scheme with the Sele Neighbourhood Plan team.

A public exhibition was held on 11 July 2018 and was a particularly helpful process that has been used to inform local residents as to the proposals for the site. The feedback received from attendees has also helped to shape and form the emerging proposals.

Just over 1000 letters were distributed to the public inviting them to the consultation event.

A total of 79 people attended and a total of 39 feedback forms were received.

The principal comments received from local residents at the exhibition were in relation to the need to ensure adequacy and capacity of supporting infrastructure such as schools and doctors' surgeries to cope with the demands placed on services by additional residents.

Local residents were also keen to ensure that traffic was managed and that the character of Panshanger Park is respected.

The local residents' comments will be addressed through the overall scheme design, whilst mitigation for local services will be secured in the form of a legal agreement.



## Key Considerations

### Governance and Stewardship

Public areas and spaces that are not adopted by East Herts District Council or Hertfordshire County Council will be brought under the control of a management company. The management company will be established by Croudace Homes and future residents will contribute towards the associated maintenance costs.

Once fully established and the scheme is complete, Croudace will transfer the land to the Management Company with elected residents as named Directors of the company. From this point onward residents will have full control of the company and can decide how these areas are governed.

The areas under the control of the management company could include roads, public open space and SuDS features. Maintenance schedules of each component, and objectives where appropriate, will be established with annual reviews to assess their success.

The public areas and spaces to be controlled by the management company will be established through the legal agreement as part of the planning application process.



### Drainage

The Environment Agency's (EA) Flood Map for Planning indicates that the site is located entirely within Flood Zone 1 (low probability). The site is considered at low or negligible risk of all sources of flooding aside from surface water which presents a manageable risk within the lower area of the site. Based on the constraints of the site there is potential to include Sustainable Drainage Features in the form of attenuation basins at the south of the site.

### Heritage

The site immediately adjoins the grade II\* registered park and gardens at Panshanger Park, with the closest listed building being grade two listed The Dell on Hertingfordbury Road. Beyond that lies the Hertingfordbury Conservation Area which contains 27 individually listed buildings. Due to the nature of the proposed development, and the intervening landscape, it is not considered that the conservation area of Hertingfordbury would be affected by the proposed development. The proposal for the site has been sensitively designed to respect the local heritage assets.



# Key Considerations












## Landscaping

The site is devoid of any existing trees of note, having been in arable use for many years, however the site is bound by existing woodland to the West and South, with some isolated trees along the boundary with Thieves Lane and Welwyn Road. The woodland to the West is classified as 'Ancient Woodland' and the woodland to the south is covered by a Tree Preservation Order (TPO) forming part of the wider Panshanger Park. There are a number of aged trees surrounding the site, mainly Oaks with the adjoining woodland areas, but no veteran trees have been identified in the recently updated tree survey. The ancient woodland to the West of the site requires a 15m buffer to any development in order to comply with the advice of Natural England. Landscaping buffers and existing boundary trees will be established and utilised to merge the new development into its rural setting. Key open space areas will be included throughout the development and a LEAP (Local Equipped Area of Play) is to be incorporated into one of these open space areas. Any areas of open space that are not adopted by the Local Authority will be maintained in perpetuity by a management company established for the site in accordance with a regularly reviewed maintenance plan.

## Ecology

The site is dominated by two arable fields of intrinsically low ecological importance, such that development of this habitat is not predicted to result in significant adverse effects. The landscaping will be designed to encourage biodiversity which will provide an overall net gain in biodiversity once the development is complete. Ecological assessments of the site and adjoining areas have been undertaken, in particular in light of the adjoining Panshanger Park wildlife site (58/025) to the west. Bat, badger, bird, and dormouse surveys have been undertaken, along with arable plant surveys and arboricultural studies of the trees both around the edge of the site and in the adjoining woodlands. These have identified the need to maintain appropriate buffers between any development and the ancient woodland, and to have the front of properties facing the woodlands rather than having back gardens abutting the woodland edge, amongst other measures, which will inform the layout of the development.



-  Application Boundary
-  Residential development area
-  Existing planting to be retained
-  Potential existing planting to be removed
-  Potential existing planting to be retained and reduced in width to circa 2m
-  Potential native hedge planting
-  Retained visual green link
-  Potential open space
-  Approximate SUDS zone
-  15m Ancient woodland buffer
-  Children's Play Area (approximate location)

## Sustainable Transport

**Vehicular Access** - The two vehicular access points off Thieves Lane and Welwyn Road will be linked by a spine road. Secondary and tertiary roads will stem from the spine road and provide vehicular access throughout the development.

**Cycle Routes** - The streets within the site will be designed to be cyclist and pedestrian friendly with low vehicle speeds and good connections beyond the site onto the proposed improved cycle route along Welwyn Road.

The developers will work with the highways authority to allow for the provision of a cycle route alongside Welwyn Road in accordance

with the allocation policy. This will create better connections heading from the site to the town centre and station as well as towards the other proposed development site further to the west.

**Bus Links** - The primary road which links Welwyn Road and Thieves Lane will allow for a potential bus route to run through the development. Within a 5 minute walk of the development there are bus links which provide access to Ware, Harlow and Hertford Town Centre.

**Pedestrian Routes** - Access points are located around the edge of the site, linking the development to the existing pedestrian network. A foot way will run around the site from the north west corner adjacent to Welwyn Road to the south east corner parallel

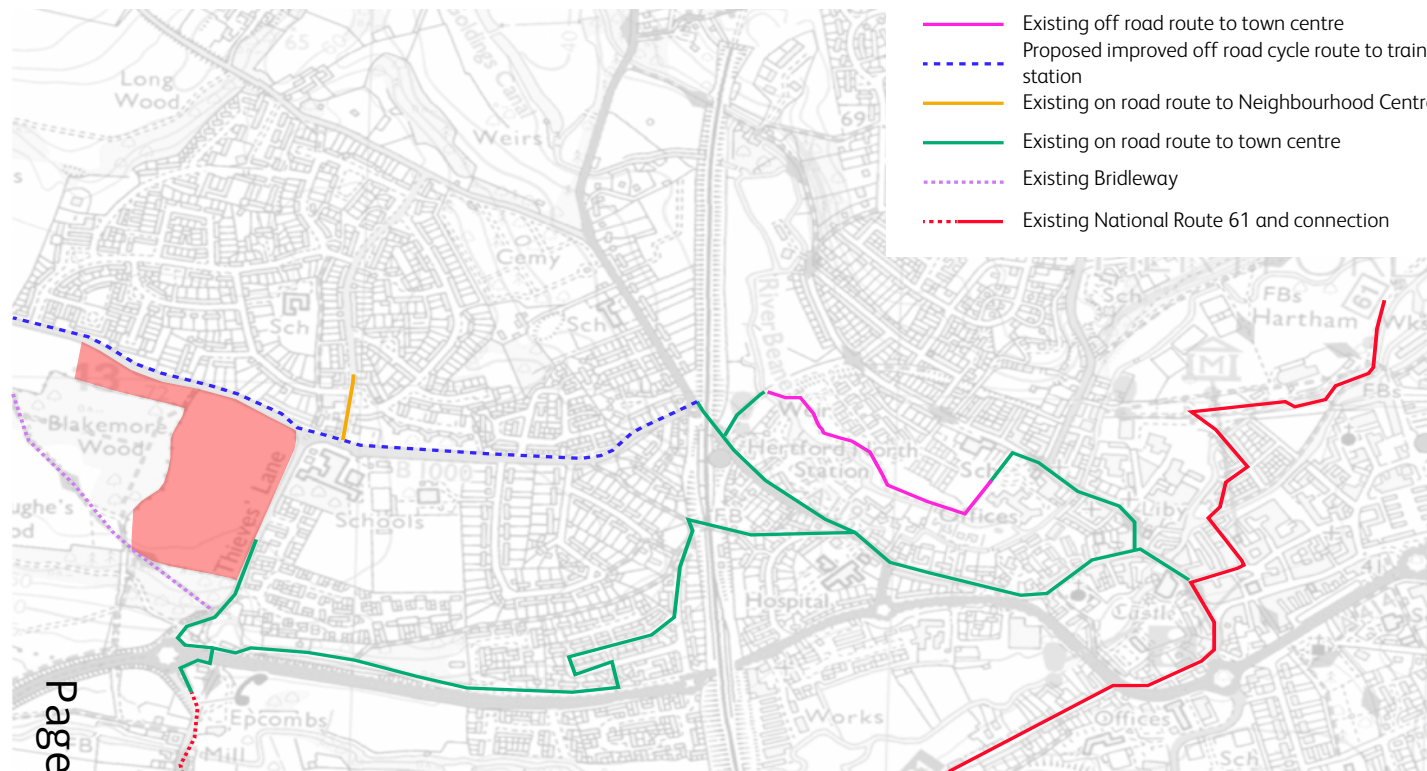
to Thieves Lane. New crossing points will be introduced over Welwyn Road and Thieves Lane as well as improved crossings at the junction between Welwyn Road and Thieves Lane, together providing safe access to the new development.

## Highways

The Thieves Lane site is in a location that provides residents with an excellent choice of transport modes including bus, cycle and pedestrian routes and train lines which will minimise vehicular movements compared to many other locations around Hertford. Destinations within walking distance include Primary and Secondary Schools, local shops, Hertford North train station and the town centre. A prime consideration in providing the new homes is to improve highway safety and reduce traffic speeds on Welwyn Road and Thieves Lane. Discussions are being held with the highway authority regarding the introduction of 30mph speed limits on both roads, as well as traffic calming measures and pedestrian crossings.

Improvements will be made to the junction of Welwyn Road and Thieves Lane at the north-eastern corner of the site. This will allow for pedestrians to cross both roads safely, affording access on foot to the neighbourhood shops, school and other facilities as well as the wider town beyond. Other crossing points on Thieves Lane and Welwyn Road will also be provided. There are two vehicular access points proposed, one off Thieves Lane and the other on Welwyn Road. The main street passing through the site connecting the two accesses will be designed to accommodate buses such that the existing Sele Farm estate bus service could potentially be extended to pass through the site.

The above measures offer new residents real alternatives for travel other than the car but in addition a Travel Plan has been prepared for the residential development to provide additional incentives to travel by means other than the car.



Map showing cycle routes from the site



## Character Areas

### Green Link

The Primary Green Link connects the ancient woodland of Blackmore Wood to the wider area upon approach to the scheme from the North West. It creates an important visual corridor and route to the ancient woodland with key buildings framing the view from outside the scheme.

The link will be of a width to ensure woodland views are significant when viewed from the north east corner, drawing pedestrians into the scheme with buildings providing active frontage and natural surveillance for the entirety of the route.

A potential art feature which has been inspired by local surroundings will terminate the green link. Trees will line the Green Link and will be positioned to ensure that they will grow to mature proportions.



### Village Green

The Village Green forms a central green space which will act as the heart of the development, creating a formal area of open space within easy access to all future occupants of the scheme.

The open space will consist of a secure Local Equipped Area of Play (LEAP) that will provide opportunities for formal play whilst the remaining open space will offer more informal and casual use. Semi mature trees will be planted to surround the village green.

The built form will help to enclose the green and provide natural surveillance to provide a safe space for all users.

### 1 Connections

The scheme will integrate with its surroundings by reinforcing existing connections and creating new ones, including to the network of foot and cycle routes, which link to the town centre, railway station and Sele Farm neighbourhood centre to the north east and Panshanger Park to the west.

### 2 Facilities and Services

The scheme is within a short walk of the Sele Farm neighbourhood centre where a range of shops and services are available. Hollybush Primary, Hertford St Andrew Primary, St Joseph's Catholic Primary and The Sele School Secondary schools are also within a short walk of the development. The connections to these facilities are set to be improved with the off-site highways works and contributions towards education are to be secured by legal agreement. Areas of open space are to be provided on site with the inclusion of play equipment.

### 3 Public Transport

The proposed spine road through the site is designed to accommodate a potential bus route and stops will be provided. This will provide connections to the town centre, railway station and local towns and villages.

### 4 Meeting Local Housing Requirements

The development will provide a mix of housing types and tenures to address local housing needs, this will include a variety of new affordable, open market and self-build homes. A proportion of these will also be adaptable to allow for long term occupation.

### 5 Character

Plans for the site will incorporate distinct character areas. The overarching architecture will take inspiration from the properties distinctive to Hertford to create a development that is appropriate for its setting and will integrate into the town.

### 6 Working with the site and its context

The existing view towards the Ancient Woodland from the Welwyn Road/Thieves Lane roundabout is to be retained and celebrated. The proposed scheme will be sensitively designed to respect views to and from Panshanger Park. Existing trees and hedgerows are to be retained where possible and an open space buffer is to be incorporated against the Ancient woodland.



**Creating well defined streets and spaces**

The scheme is a landscape led design with hard and soft landscaping defining area of the development. All streets and spaces will have active frontage from the built form which responds accordingly to the area in which it is located.

**8 Easy to find your way around**

Landmark buildings and areas will act as nodes and navigation points within the development, enabling natural and easy way-finding through.

**9 Streets for All**

All proposed streets will be designed to encourage low vehicle speeds with a proportion of shared surface streets with pedestrian users given priority.

**10 Car Parking**

All allocated parking is to be off-street, located close to people's homes with the parking set back as far as possible so as not to dominate the street scene. Visitor parking will be provided throughout the scheme. Where practical electric car charging points will be provided to homes. Garages will be of a size that will allow for convenient use as parking and storage.

**11 Public and Private Spaces**

A mixture of open spaces will be provided within the scheme with elements of play equipment provided and wider areas of open space. Private spaces will be clearly defined and a management company will maintain any areas of open space in perpetuity that are not adopted by the Council. The management company will also maintain in perpetuity such drainage features and roads that the Council does not adopt.

**12 External Storage and Amenity**

All new homes will be provided with the required level of storage for waste and recycling. Storage will be located within a distance of the collection point that will encourage users to return them to their permanent position which will be out of view from public spaces. All dwellings will be provided with adequate secure and convenient cycle storage facilities.

# HARLOW

Essential Reference Paper"B"

## **Harlow and Gilston Garden Town** Transport Strategy

DRAFT FOR CONSULTATION 2019

# INTRODUCTION

## Welcome to Harlow and Gilston Garden Town

1.1 Harlow and Gilston was designated as a Garden Town in 2017, with East Herts, Epping Forest and Harlow District Councils, and Essex and Hertfordshire County Councils working together to deliver new and support existing communities in and around Harlow. Growth in the Garden Town is being planned to deliver at least 23,000 new homes following Garden City principles.

1.2 At least 16,500 homes will be built in new communities to the north (Gilston Area), south (Latton Priory), east (East of Harlow) and west (Water Lane) of Harlow (collectively referred to as the new Garden Communities). Employment clusters and job growth will be dispersed throughout the Garden Town, including in the town centre, Enterprise Zone sites and employment areas as well as in the new communities.

1.3 Harlow New Town includes a number of distinct neighbourhoods and employment areas separated by open spaces. The Gilston Area to the north of the River Stort includes a number of existing villages whilst the areas to the west, south and east of Harlow are predominantly rural in character. These new Garden Communities together with the existing New Town form the Harlow and Gilston Garden Town (HGGT).

1.4 To prepare for this, the three District Councils are producing their Local Plans which set out the allocations and policies for delivering and managing growth and change across the Garden Town both within the new Garden Communities and existing urban areas, and the social and physical infrastructure needed. Working with stakeholders and the community the District and County Councils have jointly prepared a Vision for the Garden Town which is set out in the Harlow and Gilston Spatial Vision document.

“Growing the pioneering New Town of Gibberd and Kao into a Garden Town of enterprise, health and sculpture at the heart of the UK Innovation Corridor. Harlow and Gilston will be a joyful place to live with sociable streets and green spaces; local centres accessible by walking and cycling; and innovative, affordable public transport. It will set the agenda for sustainable living. It will be adaptable, healthy, sustainable and innovative.”



## Why does HGGT need a transport strategy?

1.5 Planned significant housing growth will fuel an increase in travel demand. Economic growth is a national priority and will be needed to provide employment for the growing population. Transport has a critical role to play in facilitating housing and employment growth. **We cannot simply build more road capacity to accommodate this growth.**

1.6 With increasing travel demand, continued reliance on high levels of single occupancy car use will result in worsening congestion which will constrain growth. Meeting this demand through significant increases in highway capacity will be expensive to deliver, will displace congestion to other locations, and will have significant adverse environmental impacts. Experience shows that new road capacity will soon be filled by additional trips reducing the initial benefits of investment.

1.7 Achieving a change in travel behaviours, including reducing the need to travel, and focusing travel on active travel modes, will help facilitate sustainable growth and has wider social benefits, such as addressing current health concerns in the community.

1.8 Transport and travel is rapidly evolving and any existing and new transport services need to be flexible and adaptable to changing technology, such as Mobility as a Service (a shift away from personally owned modes of transport towards a consumer door-to-door service), real time travel information and electric and autonomous vehicles.

1.9 Public transport will also need to be adaptable to changing market conditions and demands, such as possible longer-term conversion to Rapid Transit Systems (segregated light-rail or guided systems such as electric tram or metro systems) or Bus Rapid Transit (high quality, high frequency bus-based equivalent), integration between modes and more demand-responsive transport.

1.10 This Transport Strategy sets out how HGGT will achieve the challenge of future travel demand linked to planned growth.



## Meeting future transport needs

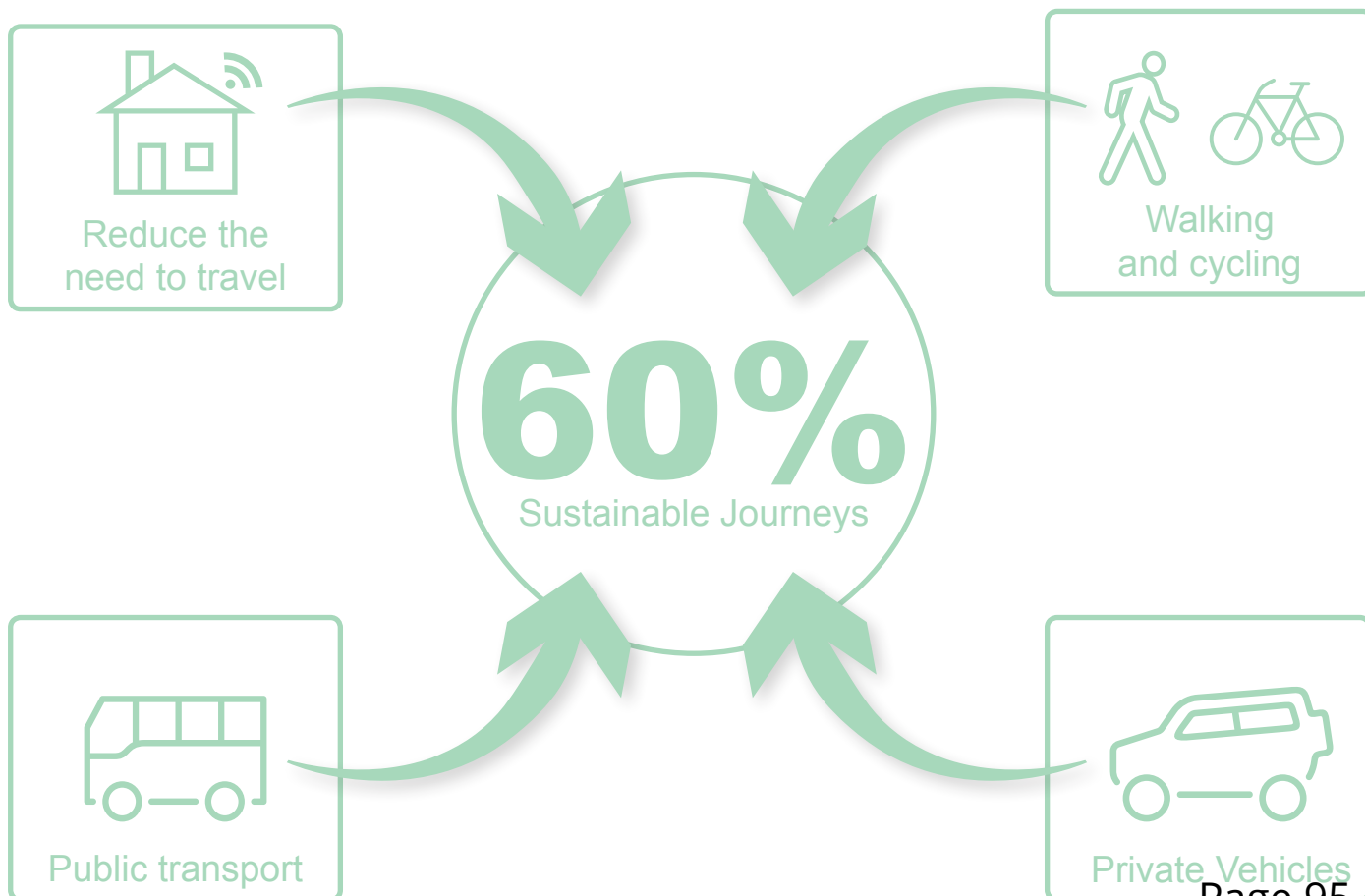
1.11 This Transport Strategy has been prepared to help deliver the Vision and principles through identifying measures to reduce the need for travel, whilst recognising that travel will continue to be important in our daily lives.

1.12 The Strategy sets out three objectives:

- 1 Achieve a target where 60% of all journeys within the new Garden Town Communities, and 50% of all journeys across Harlow, will be undertaken by sustainable modes.
- 2 Mobility options will be based on a hierarchy of importance:
  - i) Reduce the need to travel
  - ii) Walking and cycling
  - iii) Public transport
  - iv) Private vehicles
- 3 Support and encourage a culture of active and sustainable travel ensuring all journeys will be efficient and safe.

1.13 The planned housing and economic growth for the Garden Town provides a once-in-a-lifetime opportunity to deliver a step-change in travel behaviour. Appropriate transport infrastructure and services will also be needed to deliver our growth aspirations in accordance with the Vision. Ensuring that transport infrastructure and services can adapt to new technologies, innovative new service models and changing habits is fundamental to ensure this investment has long term benefits for the whole of the Garden Town.

1.14 Local Plan policies and allocations for each of the District Councils, and the transport policies of the County Councils will continue to be used to shape and assess development proposals. The Garden Town Vision and Design Charter and this Transport Strategy will be material planning considerations in this process ensuring that development across the Garden Town is of a consistent high quality and is delivered in a co-ordinated and sustainable way.





# CHALLENGES AND OPPORTUNITIES

## Existing movement challenges

2.1 The HGGT will deliver significant growth, bringing together established and new communities as a fully integrated Garden Town.

2.2 Harlow is used to growth. It was originally established under the New Towns Act of 1946, and was organised as a series of neighbourhoods surrounding the existing older community of Old Harlow, which remains village-like with a distinct character including many listed buildings.





2.3 The new communities which form an integral part of the Garden Town will be delivered as a series of distinct new communities linked to the wider Garden Town and neighbouring settlements.



2.4 Travelling to Harlow 83% of people drive and a high number of trips have their origin in Bishop's Stortford and Epping Forest. Only 11% of these trips are by sustainable modes.

2.5 From Harlow 22% of all trips are made by sustainable modes double that of inbound trips, reflecting train trips to London for work.

2.6 Within Harlow there is good accessibility by all modes, with town-wide bus services and bus priority on some routes, extensive segregated footways and cycleways and a pedestrianised town centre. Currently, 34% of travel within the town is by sustainable modes, an excellent foundation on which to build to achieve our ambition of 60% of all journeys within the new Garden Town Communities, and 50% of all journeys across Harlow, to be undertaken by sustainable modes.

2.7 Some of the key movement challenges by mode are shown in the following table, together with the opportunities they provide for HGGT going forward.

Mode	Current Position	Opportunities
Flexible working 	<ul style="list-style-type: none"> <li>6.9% of the working population works at or mainly from home</li> </ul>	<ul style="list-style-type: none"> <li>“Better Digital” – delivery of superfast broadband and 5G to support increased home and flexible working.</li> </ul>
Walking and cycling  	<ul style="list-style-type: none"> <li>Harlow has a reasonably good walking and cycling network and 16% of the resident population walks or cycles to work.</li> <li>Some parts of the town are not well served by the network, including the more recent growth areas, and links to neighbouring settlements and villages are limited.</li> <li>There are missing links, outdated facilities and severance caused by existing roads.</li> <li>The proportion of residents who walk or cycle for any purpose was 89% (East Herts), 87% (Epping Forest), and 84% (Harlow) vs. 87% (UK) in 2014/15 in spite of the availability of relatively good walking and cycling network.</li> </ul>	<ul style="list-style-type: none"> <li>Update the existing pedestrian and cycle network and fill in its gaps, reduce conflicts with motorised vehicles, and make best use of Green Wedges for increased commuting and leisure walking and cycling trips.</li> <li>Provide walking and cycling routes that interconnect the new communities where practicable.</li> <li>“Sustainable Transport Corridors” – provide a framework of key north-south and east-west public transport, walking and cycling routes.</li> <li>Expand the existing River Stort crossing and provide a new River Stort crossing to improve connections with the Gilston Area.</li> </ul>
Bus 	<ul style="list-style-type: none"> <li>Harlow has a comprehensive local bus network, with around 40 daytime bus routes, run by six operators.</li> <li>Buses provide accessible transport options for all and help keep the network moving.</li> <li>Most services travel to the bus station so bus journeys to the key employment and retail sites on the periphery of the town often require an intermediate change of buses.</li> <li>Services are very limited to neighbouring settlements such as Epping and Bishop’s Stortford.</li> </ul>	<ul style="list-style-type: none"> <li>“Sustainable Transport Corridors” – provide a framework of key north-south and east-west public transport, walking and cycling routes.</li> <li>More direct, frequent and integrated public transport services to a range of destinations.</li> <li>Review options for a Park and Ride facility which links to a Mass Rapid Transit system.</li> <li>Explore innovation within bus provision such as “on-demand services”.</li> <li>Further bus priority building on the existing network would reduce delays and congestion in the peak periods.</li> </ul>

Mode	Current Position	Opportunities
Rail 	<ul style="list-style-type: none"> <li>The location of the rail stations on the northern edge of Harlow are quite distant for parts of the town and the proposed Garden Town Communities.</li> <li>Rail stations are located on the edge of the town and access to the town centre from the main station by foot is not easy.</li> </ul>	<ul style="list-style-type: none"> <li>Improve rail stations and services on the West Anglia Main Line and lobby for the benefits of four tracking and Crossrail 2 at Broxbourne.</li> <li>Improve sustainable routes to the town centre from the station and reduce severance.</li> <li>Improve wayfinding</li> </ul>
Road 	<ul style="list-style-type: none"> <li>Harlow is connected to the Strategic Road Network at M11 J7 and Harlow is sometimes considered as a through route to access this junction.</li> <li>A new motorway junction J7a will be constructed to the north east of the town.</li> <li>Parts of the network, particularly the A414, are reaching, or are over, capacity during peak periods, constraining access to Harlow potentially stifling growth.</li> <li>The A414 presently provides the principal crossing over the River Stort and railway line connecting the original Harlow New Town with the Gilston Area and has very limited walking and cycling provision, no bus priority and presently suffers from peak period congestion.</li> <li>Private vehicle trips represent a high mode share of current commuter trips, with 75% travel by car or van, higher than the 69% national average.</li> <li>Widespread availability of affordable and privately controlled parking provision throughout the town encourages private vehicle trips as the easy choice.</li> <li>Increasing congestion will worsen air quality. Many new and existing residents of the new Garden Communities may have established, or bring with them, behaviours of car use based upon their current opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>“Better Digital” – delivery of superfast broadband and 5G to support home and flexible working.</li> <li>“Sustainable Transport Corridors” – provide a framework of key north-south and east-west public transport, walking and cycling routes.</li> <li>Expand the existing River Stort crossing and provide a new River Stort crossing to improve connections with the Gilston Area.</li> <li>Undertake improvements to the A414, completion of M11 J7a in 2022/23 and schemes identified in the Memorandum of Understanding on Highways &amp; Transportation Infrastructure for the West Essex / East Hertfordshire area.</li> <li>Review options for the implementation of a Workplace Parking Levy.</li> <li>Review options for a Park and Ride facility which links to a Mass Rapid Transit system.</li> </ul>



## Maximising opportunities

2.8 HGGT is well placed to provide a healthy and well-connected environment for existing residents and workers and for future growth. There is already good transport infrastructure in place to improve upon in order to deliver the target of 60% of all journeys within the new Garden Town Communities, and 50% of all journeys across Harlow, to be undertaken by sustainable modes.

2.9 HGGT, as part of the London – Stansted – Cambridge growth corridor, is recognised as a key development area within what is termed the UK Innovation Corridor, and there is opportunity within this corridor to link residents to jobs, ranging through high-tech digital and bio-medical to logistical, resource recovery, aeronautical and food manufacturing industries.

2.10 To support growth, the proposals in this strategy include transformational change across the Garden Town to, firstly reduce the need to travel, then make sustainable modes the preferred choice of transport, at the same time reducing distances travelled.

2.11 The technology sector is exciting and offers an opportunity for HGGT to be a leader in both development and adoption.

2.12 Examples include:

- The growth in the science, technology, engineering and digital industries at the Harlow Enterprise Zone.

- The arrival of Public Health England in the town and the potential re-provision of Princess Alexandra Hospital, helping to promote healthy living.
- The University of Hertfordshire Centre for Sustainable Communities and the presence of Harlow College and Anglia Ruskin University.
- Links with Transport Systems Catapult in Milton Keynes.

2.13 With such partners, HGGT has the potential to realise opportunities and test technological and socially innovative mobility solutions which enhance the physical and social wellbeing of residents, workers and visitors.

2.14 Examples include:

- Trials of autonomous and connected vehicles.
- Mobility as a Service (MaaS) and advanced Rapid Transit options (bus or rail) potentially delivering a significant shift from car ownership.
- Promoting active forms of travel for physical and mental health.

2.15 The challenge lies in drawing all of these opportunities together in order to create a seamless and attractive sustainable transportation network and services which maximise infrastructure investments and benefits all members of the community.



# OBJECTIVES

Our objectives for mobility in the Garden Town

Objective 1 – Modal Split

**50%** of all journeys across Harlow will be made by active and sustainable modes...



...and this target rises to of all journeys within the new communities

**60%**

3.1 Why have we set these sustainable mode share targets? The transport network is under a lot of stress now, even without growth in housing and jobs which will create more demand for travel and more pressure on the transport network. Without behavioural change, as planned growth takes place not only in the Garden Town, but nationwide, this pressure will continue to increase with adverse impacts on the economy, productivity and on public health. The HGGT growth aspiration offers us the opportunity to address these problems head-on and provide a new approach to mobility that can support growth without detriment to wider society. Our targets will help us to deliver sustainable growth and regeneration, and mitigate against some of the adverse impacts of growth both now and in the future across HGGT.

3.2 The Vision for HGGT is challenging but, as the previous section has shown, HGGT has good foundations in place on which to build to deliver this.

3.3 The 60% modal shift for the Garden Town Communities should be achievable from the outset or as early as possible in the new developments. The 50% target across the wider area will be delivered as infrastructure and measures are put in place to enable the shift to sustainable modes

## Objective 2 – Transport Hierarchy

3.4 To deliver the Vision HGGT will plan and deliver transport interventions and services for the whole town against the following hierarchy:

- Reduce the need to travel
- Walking and cycling
- Public transport
- Private vehicles

3.5 Achieving this will benefit members of society within the Garden Town.

3.6 For the individual travelling actively, the health benefits can be extensive, whilst the community will benefit from the reduced pressure on demand for health care services.

Transport is a major source of air pollution, with poor air quality a serious threat to health. Reducing the number of vehicles, and reducing the emissions from those remaining will have significant impact on the reduction of the most harmful emissions, which include carbon dioxide and nitrogen oxide, and particulates.

At the same time the reduction in the consumption of fuels will combine to enhance our local and global environment.

## Objective 3 – Support and encourage a culture of active and sustainable travel

3.7 Careful planning of the built and natural environment will enable and encourage physical activity and active lifestyles. It starts with policy

and planning, and place-making and home design, and providing local centres that can reduce journey lengths and provide a degree of self-sufficiency for everyday activities such as school, convenience shopping, health and community facilities, recreation and open spaces. For instance, digital technology is reducing the need for travel through increasing the option for people to work from home. Local co-working spaces can further reduce travel by recognising that people may still prefer to retain a work environment but might not necessarily need to be at their place of work every day.

3.8 Existing and new HGGT communities will be supported by sustainable movement corridors providing high quality networks for walking, cycling and public transport. These will be linked to key places of employment, the bus station and rail network, enabling seamless and multi-modal sustainable connections with destinations within HGGT and beyond.

3.9 The delivery of high quality infrastructure across the Garden Town in order to make sustainable travel more attractive, more convenient and intuitive to use for almost every journey instead of the private car, will support the delivery of our Vision.

3.10 A rebalancing of funding from provision of additional road capacity to delivery of sustainable interventions will take place.

3.11 How we intend to deliver these objectives is presented in the rest of this document.



Most Sustainable



Least Sustainable



# ACTION PLAN

## Introduction

4.1 The Transport Strategy recognises the need to deliver transformational change, not only to reduce the need to travel, but to make sustainable modes a first choice for travel for most journeys for most people. It is also about ensuring that movement corridors are as effective as possible in bringing communities together, providing leisure opportunities and enhancing lives throughout HGGT.



## Action 1 – Reducing the need to travel

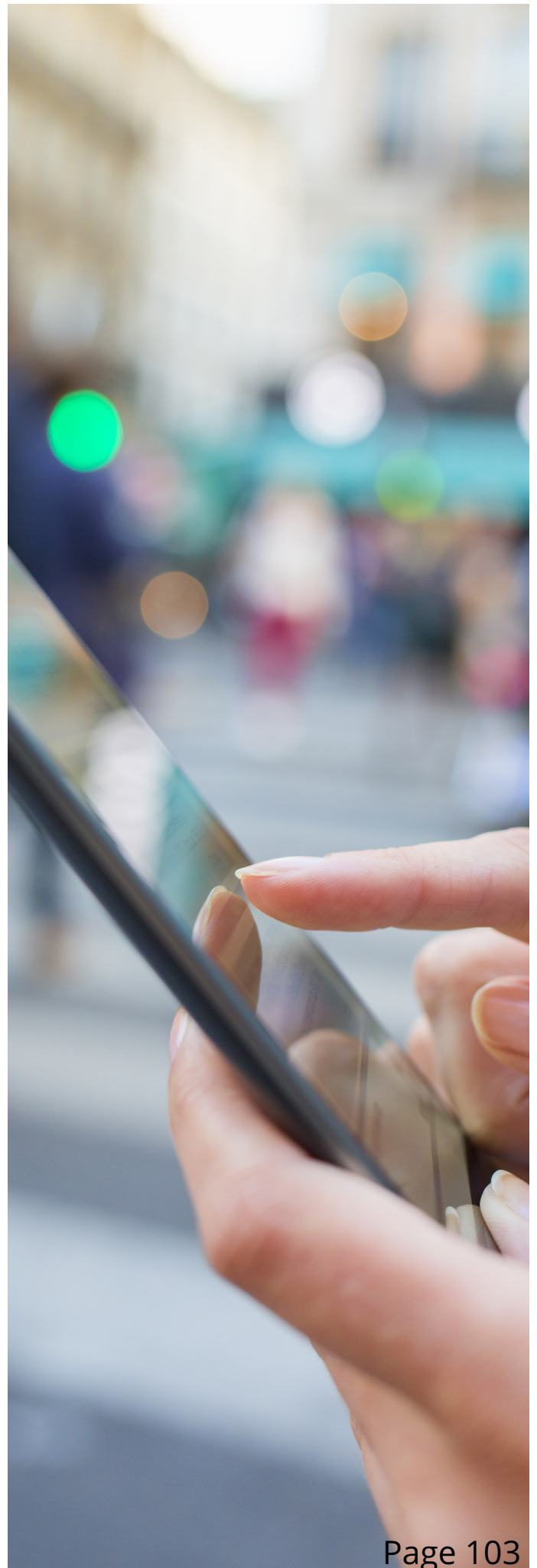
4.2 Reducing the need to travel means reducing the number, or length, of journeys or both. It does not mean reducing the freedom or ability to travel. The benefits of reducing the need to travel have a close bearing on our everyday lives. The HGGT will support reducing the need to travel through:

- a) Facilitating remote and flexible working technologies and practices to enable a better work life balance for residents;
- b) Facilitating shorter (and more active) journeys by improving sustainable interconnectivity;
- c) Encouraging vibrant town and neighbourhood centres offering a wide range of local services and amenities; and
- d) Providing opportunities to live and work within the same community to reduce travel distances.

## Action 2 – Making better use of existing infrastructure

4.3 The HGGT recognises the value of existing transport infrastructure assets such as footways, cycleways, roads, lighting, traffic signals and signage. The HGGT will support activities to make better use of this infrastructure through:

- a) Education, training and marketing activities to ensure residents are aware of non-car options available to them, particularly for short journeys;
- b) Provision of data through apps to ensure travellers are informed about their travel options and use the most efficient mode for each journey;
- c) Identifying pinch points, severance issues, or movement conflicts across the network and delivering schemes or enhancements which benefit users;
- d) Reviewing and improving signage and visibility; and
- e) Effective maintenance management to maximise asset longevity and user experience.



### **Action 3 – Supporting and encouraging a culture of active and sustainable travel**

4.4 The HGGT will support and actively encourage a culture of multi-modal mobility where people are inspired and motivated to travel actively and sustainably by:

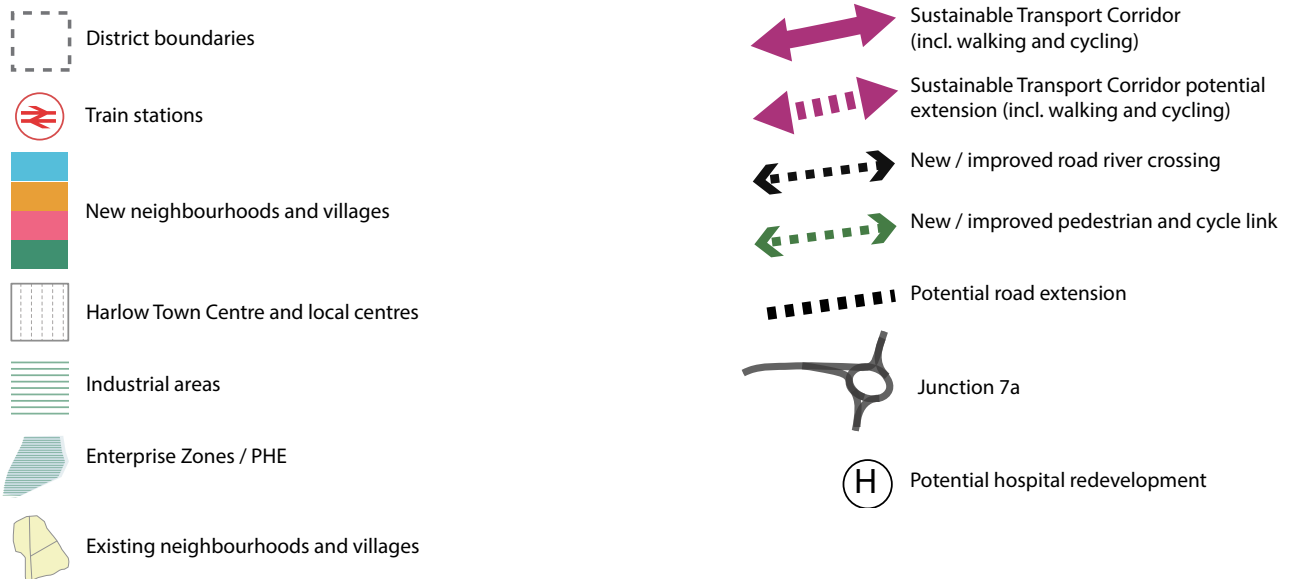
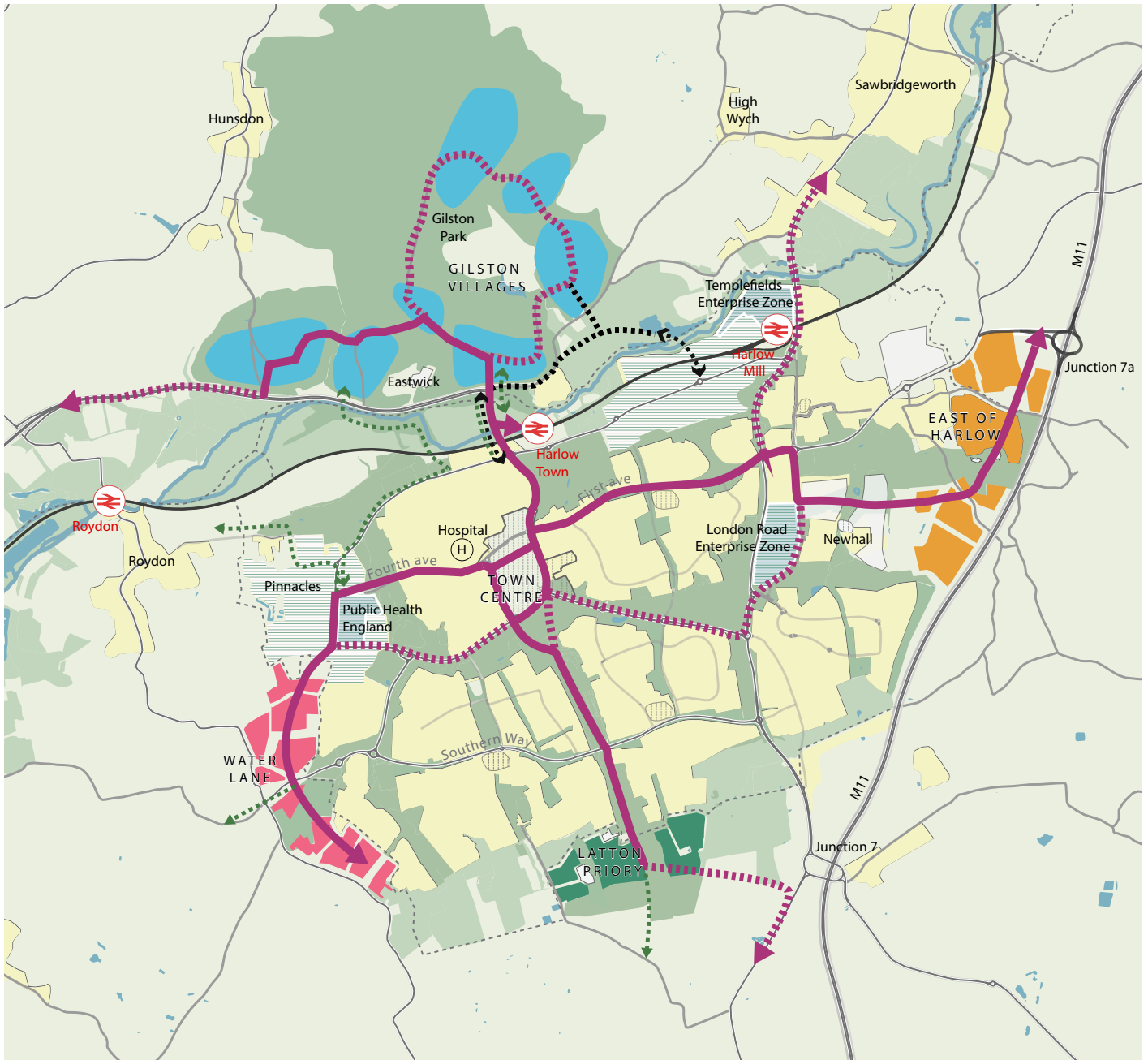
- a) Promoting a culture where sustainable transport choices and active travel lifestyles are the norm, reflecting the hierarchy presented in Objective 2;
- b) Identifying and enhancing principal sustainable movement corridors, both within and beyond HGGT, which connect housing with key destinations for work, education, healthcare, leisure and recreation;
- c) Providing direct, high quality links which make walking, cycling and public transport the easy, attractive, affordable and safe options for most journeys;
- d) Provision of segregated facilities on key routes should be sought to enhance safety for respective users;
- e) Corridors running along existing roads can be expected to accommodate high quality bus / Rapid Transit services;
- f) Providing very high quality interchange facilities which enhance user experience, network transparency and the opportunity for interchange between modes. Co-location with retail, leisure, employment or community uses should be encouraged;
- g) Masterplans and planning proposals should reflect the objectives of the Transport Strategy and will be expected to demonstrate how they have incorporated Active Design into proposals which promote physical activity and active lifestyles through the built and natural environment;
- h) New development should incorporate the movement hierarchy as a first principle. Development should seamlessly incorporate sustainable travel opportunities and infrastructure;
- i) Applications for new development or change will be expected to consider its interaction with the wider transport context and may be required to participate in, and contribute to, wider collaborative proposals to facilitate overall sustainable travel delivery;
- j) Travel Plans will be required for all development within the HGGT set against the HGGT Travel Plan which will form the basis of expectations for the site, in accordance with the requirements of the National Planning Policy Framework (NPPF), County or District Policies or HGGT guidance;
- k) There will be an ongoing, consistent educational and promotional campaign to engage and develop partnerships with the community to influence travel behaviours to create a culture of sustainable and active travel and challenge perceived safety (personal security) concerns; and
- l) Develop and exploit a unified brand for presenting and promoting transport in HGGT.

### **Action 4 – Sustainable Transport Corridors**

Enhancing opportunities for sustainable, active travel

4.5 HGGT provides a significant opportunity to build on Harlow's foundation as New Town, using its distinctive spatial layout incorporating many open spaces and an extensive network for walking and cycling. These valued spaces and Green Wedges are to be protected and enhanced and should facilitate sustainable mobility through the creation of Sustainable Transport Corridors.

4.6 These corridors will provide the high quality sustainable connectivity between the existing and new communities and key destinations. The Sustainable Transport Corridors will fully integrate with a network of public and active travel mode routes, with town-wide promotion (and adoption) of active travel behaviours, which will mark the Garden Town out as a national leader in sustainable movement.





## Action 5 – Supporting Walking and Cycling

4.7 The HGGT will build upon, and enhance, the existing valued and distinctive walk / cycle network of Harlow New Town to ensure an accessible, safe and attractive network for all users within the whole Garden Town.

4.8 In order to encourage more active travel and create a shift away from motorised modes, the HGGT will:

- a) Develop a Local Cycling and Walking Infrastructure Plan for HGGT.
- b) Identify existing network gaps and provide an enhanced, coherent and integrated network of walking and cycling infrastructure which is accessible and attractive for users of all ages, abilities and journey purposes;
- c) Identify the most appropriate Sustainable Transport Corridor routes to ensure connectivity by active travel modes throughout and beyond HGGT;
- d) Develop and deliver a well-maintained network which encompasses infrastructure solutions ranging from on-street cycle lanes and cycle-friendly junctions, through to shared footways and completely segregated off-road routes;
- e) Identify potential points of conflict between cyclists and other road users at key cross-over/intersections and deliver appropriate solutions including infrastructure upgrades, more segregated cycle facilities, and priority for walking and cycling over other modes;
- f) Protect and enhance Harlow's green infrastructure which support a wide variety of uses such as walking, cycling and community interaction;
- g) Utilise seamless wayfinding with a unified brand / typography to integrate with the rest of the HGGT sustainable transport network;
- h) Ensure homes and destinations provide suitable facilities, so that access to secure cycle parking, e-bike charging, associated storage and other facilities to support users of active travel modes are at least as convenient, if not better, than access to private motor vehicles;
- i) Maximise opportunities for natural surveillance of cycle ways and walking routes, supported with maintenance, CCTV and lighting to improve the perception of safety and reduce personal security fears;
- j) Ensure widespread access to cycle training across the community, education and workplaces to suit a range of users, from primary school pupils to adults, and the mobility impaired for whom self-propelled mobility can be liberating; and;
- k) Support the development of a cycle hire scheme throughout the Garden Town, working with existing key destinations, employers and developers to ensure bikes and parking are located to maximise opportunities for residents, workers and visitors to access the scheme. Easy to use flexible payment systems and shared platforms will be supported by education and training activities. Opportunities should be explored to extend the scheme to neighbouring settlements within a reasonable cycle commute distance.





## Action 6 – Public Transport

4.9 Proposals for public transport will need to create opportunities for services and user experience which surpasses private vehicle travel.

### Bus and demand responsive travel

4.10 Improvements in bus services should be structured around a core network of movement corridors that connect within, and beyond, HGGT. Phased implementation will allow upgrading of services running on the existing roads along identified corridors and the improvement of connections between services. The HGGT will support this through:

- a) Ensuring that services connect homes with key destinations, making use of the Sustainable Transport Corridors, offering frequent, high quality, seamless, rapid services with limited stops;
- b) Developing / improving bus priority where required, including use of Urban Traffic Control systems to prioritise the movement of buses and minimise delays caused by traffic congestion;
- c) Ensuring that public transport services are provided from first occupation so that new residents, workers or visitors develop sustainable travel habits from the outset;
- d) Providing high quality interchanges at the town centre, rail stations and across communities in HGGT where movement corridors meet to facilitate modal interchange;
- e) Improving stop and station infrastructure to ensure comfortable, sheltered waiting areas which are provided with Real Time Passenger Information at key stops and interchanges;
- f) Maximising opportunities to access up-to-date travel information via mobile phones and IT;
- g) Using of a unified brand/typography for the network;
- h) Promoting integrated ticketing with the wider transport network including flexible payment systems and shared digital platforms;
- i) Developing a Quality Bus Partnership (QBP) to influence and improve service quality and infrastructure;
- j) Championing innovation in public transport provision and encouraging partners to do the same.
- k) Developing a platform through which to share data for future service enhancements;
- l) Supporting demand responsive transport, ensuring this is integrated with, and complementary to, the wider HGGT bus network and to meet the needs of more vulnerable travellers;
- m) Integrating existing routes with new development areas, possibly serving these with demand responsive services, as this can offer flexibility during the early phases of development and can be enhanced as the development grows;
- n) Encourage high quality vehicles with low emission or electric transmissions, on-board Wi-Fi, charge points, etc.;
- o) Ensuring that new bus services and improvements to existing routes take into account emerging technology, such as electric or low emission engines, integrated ticketing and user-centric platforms such as 'Mobility as a Service' (MaaS);
- p) Providing electric vehicle charging points for buses at depots and key interchanges or exploring innovative solutions for charging integrated within vehicles or infrastructure; and
- q) Requiring construction travel plans to mitigate the impact of construction traffic and to consider whether providing bus services for construction workers on major development sites from key travel interchanges or temporary facilities can help reduce congestion or pollution, particularly in or through sensitive areas.



## Bus Rapid Transit (BRT)

4.11 Bus Rapid Transit which is a fast high quality high frequency integrated bus service, will provide connections within and beyond HGGT, directly linking the rail stations, town centre, hospital, college and key employment areas, and will provide connections to Stansted Airport, nearby towns, and potentially the Central Line at Epping. BRT will be integrated with the existing bus network.

## Rail

4.12 The recent Anglia Corridor Study (March, 2016) includes proposals for the West Anglia Main Line, which it identifies as a busy commuter and leisure route, which has the potential for significant housing and employment growth. The HGGT will support enhancements which include:

- a) Longer trains providing more seats on peak services;
- b) Line speed improvements to support faster journeys;
- c) Enhancing Harlow Town and Harlow Mill Stations to provide enhanced access for Gilston communities, and to enable them to operate as high quality interchanges with bus services at station forecourts, including Real Time Information;
- d) Improving walking and cycling facilities and wayfinding to the rail stations from residential areas and the town centre to encourage active travel access to rail services; and
- e) Taking opportunities to work with key stakeholders to address differential pricing between national rail services and those delivered by Transport for London.

## Action 7 – Infrastructure for road based travel

4.13 This Transport Strategy recognises the importance of prudent investment in road infrastructure improvements that will help to mitigate current congestion and facilitate the planned growth across the Garden Town. However, it also recognises that extensive road capacity improvements would conflict with the Vision for the Garden Town and the user hierarchy set out in Objective 2 and reduce the ability to achieve, or likelihood of achieving, the required modal shift.

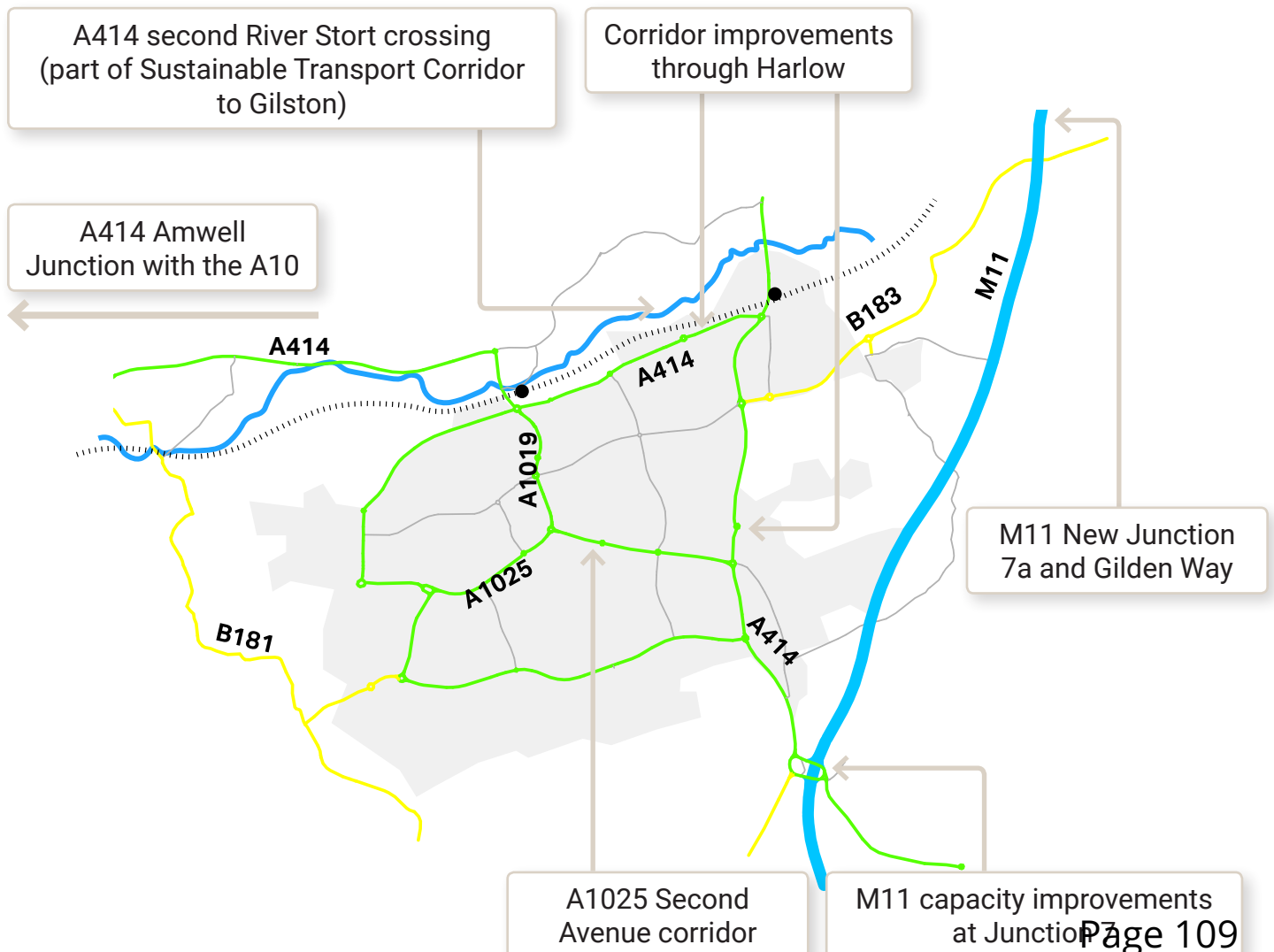
4.14 Road improvements have been identified to complement the wider mobility needs of the town, with due consideration of the user hierarchy and to concentrate vehicles onto appropriate routes. Delivery of limited highway infrastructure improvements should not constrain, but should actively benefit, users of Sustainable Transport Corridors.

4.15 Highway improvements will enable and support the growth of HGGT and plans for their implementation will be developed between the

relevant District and County Councils. Identified strategic highway improvements to support delivery of Local Plan objectives and targets are shown in the following map.

4.16 These highway improvements do not include specific interventions that may be required to deliver the Garden Communities, which will be determined as part of their master planning, with due cognisance of the requirements of this Transport Strategy and the emerging work from the Sustainable Transport Corridors Study and the HGGT Vision and Design Charter, and could include:

- Traffic and network management measures such as revised speed limits and restrictions to specific routes to ensure motor vehicles remain on designated routes; and
- Electric vehicle infrastructure to encourage the take up and use of electric vehicles by residents and businesses.







## Parking

4.17 The ready supply and low cost of parking in Harlow currently supports extensive use of the car. Addressing this will help to reduce private vehicle trips and to achieve the HGGT sustainable mode share objective. The HGGT will:

- a) Consider the implications and viability of introducing a workplace parking levy as a demand management intervention. The revenue would be used to fund sustainable transport investments such as improvements to public transport services and behavioural change interventions;
- b) Consider the feasibility of implementing a park and ride which serves HGGT and links to proposals for a wider Mass Rapid Transit system;
- c) Review the supply and utilisation of existing commercial parking space in Harlow, much of which is privately owned;
- d) Engage with providers and, where possible, encourage them to consider converting space for conventional cars to electric vehicle charging spaces, autonomous vehicles, cycle and powered two wheeler parking;
- e) Manage new parking supply at key destinations through the planning system, and work with businesses, retailers and developers to manage car park capacity to create a better balance between parking supply and land use, and reduce the attractiveness of car use by making it harder to be certain of a parking space whilst balancing the needs of retailers and employers through delivering improved access for active and sustainable travel;
- f) Work with residential developers to design and deliver flexible residential car parking to enable later conversion to other uses to benefit the community;
- g) Plan flexible forecourts/parking areas for pick-up and drop-off by autonomous and shared use vehicles; and
- h) Provide charging infrastructure for Electric Vehicles in public and private locations to aid transition to low-carbon, low-emission vehicle technologies.

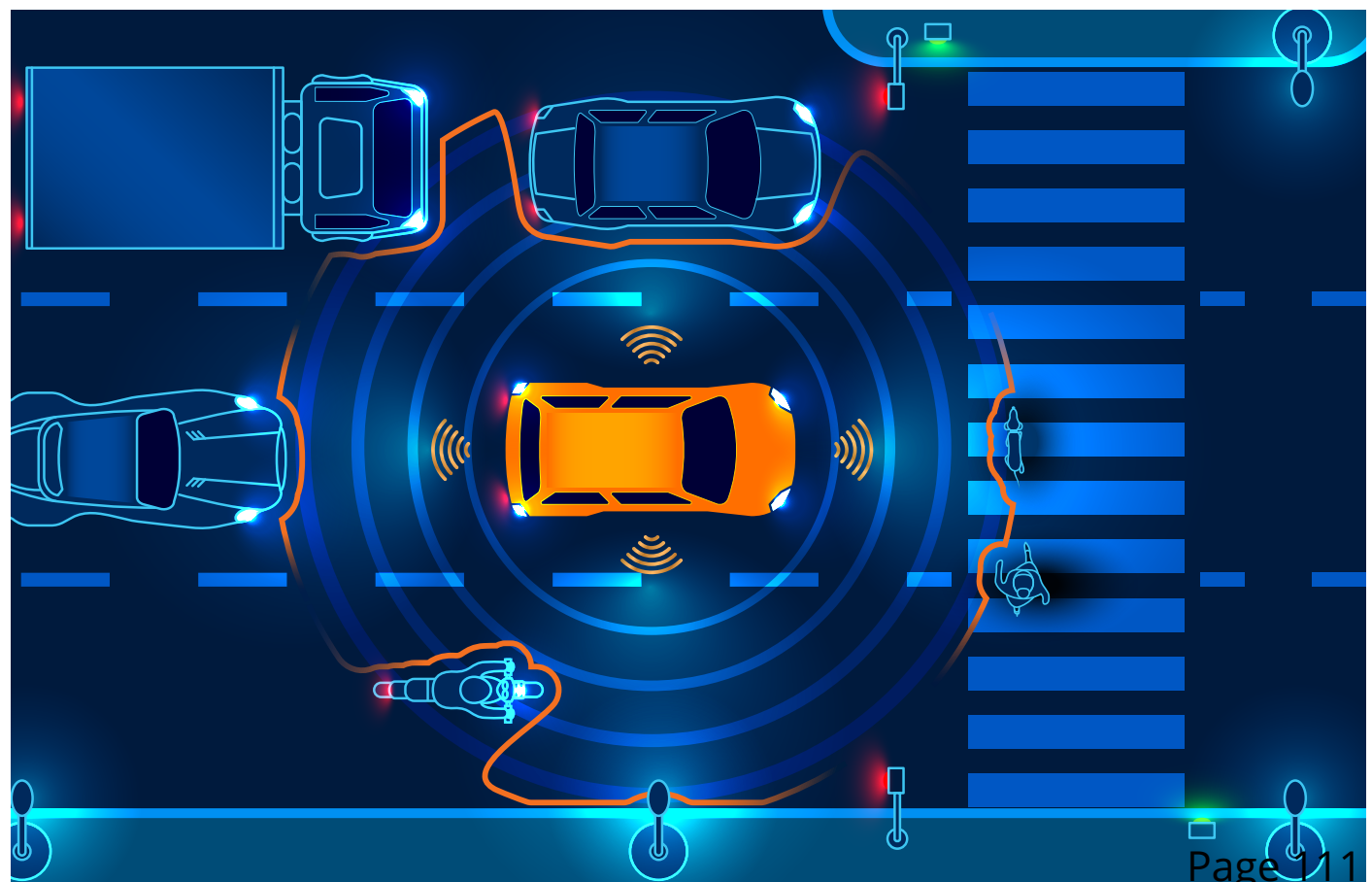


## Action 8 – Anticipating Change

### A responsive and resilient transport system

4.18 The Garden Town offers extensive opportunities for innovation in mobility and transport, with a unique urban form and partnerships ready to enable delivery. The local authorities are already working closely together to realise the Garden Town Vision and wider links exist between the councils and industry, research and education. Emerging technologies and socially innovative shared mobility solutions have potentially significant implications for providing future transport services to change travel behaviours and the Garden Town will seek to take the lead to exploit these opportunities as they arise. To achieve this HGGT will:

- a) Support Masterplans which demonstrate flexibility in anticipation of future mobility scenarios, including adaptable parking, drop off and pick up arrangements and electric vehicle charging points to ensure that communities can readily respond;
  - b) Exploit opportunities to trial and develop shared mobility, demand responsive, autonomous and alternatively fuelled vehicle and public rapid transit technologies
- c) Facilitate development of 'Mobility as a Service' journey planning and travel information mobility platforms to enable travellers to plan, book and pay for end to end journeys using real-time information for any mode;
  - d) Consider the benefits of adopting an 'open data' approach for transport data to support innovation and investment in data solutions and other technologies which aid mobility, traffic and parking management, enabling real-time advice to users;
  - e) Encourage sustainable deliveries: including low carbon vehicle use, delivery hubs and last mile logistics which use electric vehicles, freight bicycles (typically electric aided), or cargo bicycles to deliver goods to local centres or the final destination; and
  - f) Give consideration to shared public transport vehicles being able to use bus and taxi priority



## NEXT STEPS AND FURTHER INFORMATION

5.1 This Transport Strategy provides an opportunity to support a pattern of development that minimises the need for travel, minimises journey lengths, encourages sustainable active travel, and enables accessibility for all members of the community.

5.2 By adopting this strategy, the Councils are committing to a unified approach to deliver HGGT as set out in their respective local plans and Spatial Vision for the area.

### 5.3 Next steps include

- Ensuring this Transport Strategy is woven into the masterplanning for HGGT;
- Securing funding, initially in the form of £151m from the Housing and Infrastructure Fund;
- Securing developer funding without which the strategy cannot be delivered;
- Developing a delivery plan to produce a detailed funded programme for delivery of the actions in this strategy, including but not limited to:
  - Prepare masterplans and work with developers to ensure properties enable residents to work from home where possible.
  - Work with developers to prepare travel plans, develop branding for sustainable modes, and explore the opportunities for the development of apps to help travellers to choose the best modes for their journey.
  - Design and provide a network of sustainable transport corridors.
  - Develop a local cycling and walking infrastructure plan and a local cycling and walking delivery plan.
  - Develop Infrastructure Delivery Plan for the Garden Town which identifies, prioritises, phases and identifies funding opportunities for sustainable transport schemes.
  - Work with developers to prepare Masterplans which demonstrate flexibility in anticipation of future mobility scenarios, including adaptable parking, drop off and pick up arrangements and electric vehicle charging points to ensure that communities can readily respond.
- Development of monitoring and evaluation strategy, including a set of targets, which we will use to monitor our progress toward meeting our sustainable mode ambition.

5.4 Further information on the Garden Town and the local Plans for the district councils, as well as their Infrastructure Delivery Plans (which include Transport Interventions) can be found online:

[www.harlow.gov.uk/planning-policy](http://www.harlow.gov.uk/planning-policy)

[www.eastherts.gov.uk/gilston](http://www.eastherts.gov.uk/gilston)

[www.efdclocalplan.org/local-plan/planning-policy/](http://www.efdclocalplan.org/local-plan/planning-policy/)

[www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Pages/Default.aspx](http://www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Pages/Default.aspx)

[www.hertfordshire.gov.uk/services/recycling-waste-and-environment/planning-in-hertfordshire/transport-planning/local-transport-plan.aspx](http://www.hertfordshire.gov.uk/services/recycling-waste-and-environment/planning-in-hertfordshire/transport-planning/local-transport-plan.aspx)

5.5 The relevant transport policies of the County Councils can be found online:

[www.essexhighways.org/transport-and-roads/highway-schemes-and-developments/transport-planning.aspx](http://www.essexhighways.org/transport-and-roads/highway-schemes-and-developments/transport-planning.aspx) [www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Pages/Sustainable-Travel.aspx](http://www.essex.gov.uk/Environment%20Planning/Development-in-Essex/Pages/Sustainable-Travel.aspx)

[www.hertfordshire.gov.uk/services/recycling-waste-and-environment/planning-in-hertfordshire/transport-planning/local-transport-plan.aspx](http://www.hertfordshire.gov.uk/services/recycling-waste-and-environment/planning-in-hertfordshire/transport-planning/local-transport-plan.aspx)

5.6 The following documents provide additional evidence to support the measures contained in this strategy:

National cycling and walking investment strategy

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/603527/cycling-walking-investment-strategy.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/603527/cycling-walking-investment-strategy.pdf)

TfL Healthy Places work

<http://content.tfl.gov.uk/healthy-streets-for-london.pdf>





MINUTES OF A MEETING OF THE  
EXECUTIVE HELD IN THE COUNCIL  
CHAMBER, WALLFIELDS, HERTFORD ON  
TUESDAY 26 FEBRUARY 2019, AT 7.00 PM

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PRESENT: Councillor (Chairman/Leader)  
Councillors L Haysey, E Buckmaster,  
J Goodeve, G Jones, G McAndrew,  
S Rutland-Barsby and G Williamson.

ALSO PRESENT:

Councillors M Allen, P Ballam, S Bull,  
M McMullen, P Moore, M Pope, S Reed,  
P Ruffles, T Stowe and N Symonds.

OFFICERS IN ATTENDANCE:

Isabel Brittain	- Head of Strategic Finance and Property
James Gardner	- Project Manager
Peter Mannings	- Democratic Services Officer
Helen Standen	- Deputy Chief Executive
Kevin Steptoe	- Head of Planning and Building Control Services
Alison Stuart	- Head of Legal and Democratic Services
Liz Watts	- Chief Executive
Ben Wood	- Head of

Communications,  
Strategy and Policy

ALSO IN ATTENDANCE:

Malcolm Geer - Old River Lane  
Consultant

394 LEADER'S ANNOUNCEMENTS

The Leader stated that this meeting was the last Executive for Kevin Steptoe as the Head of Planning and Building Control. She referred to the Harlow and Gilston Garden Town as an exciting project for Kevin to build on his skills and experience. The Leader thanked Kevin on behalf of the Executive and wished him well for the future.

395 MINUTES - 12 FEBRUARY 2019

Councillor G McAndrew proposed and Councillor G Williamson seconded, a motion that the minutes of the meeting held on 12 February 2019 be approved as a correct record and signed by the Leader. After being put to the meeting and a vote taken, the motion was declared CARRIED.

RESOLVED – that the Minutes of the Executive held on 12 February 2019 be approved as a correct record and signed by the Leader.

396 EAST HERTS CORPORATE PEER CHALLENGE

The Leader of the Council submitted a report that

presented the findings of the recent East Herts Council Corporate Peer Review. She stated that a team of Officers and politicians had assessed the Authority and this was their report.

The Leader referred to the fair actions that were detailed in the report and stated that East Herts was seen as a “doing” Council with sound relationships being built by Officers. She praised the role of Members and thanked Officers and partners who had participated in the Peer Challenge in an active and positive way.

Councillor L Haysey proposed and Councillor G McAndrew seconded, a motion to support the recommendations now detailed. After being put to the meeting, and a vote taken, the motion was declared CARRIED.

The Executive supported the proposals, as now detailed.

RESOLVED – that (A) the Peer Review report, as detailed within Essential Reference Paper B, be noted; and

(B) the associated action plan, as detailed with Essential Reference Paper C, be agreed.

397 RETAIL FRONTAGES, DESIGN AND SIGNAGE  
SUPPLEMENTARY PLANNING DOCUMENT (SPD)

The Leader of the Council submitted a report seeking the Executive’s support for the publication of the draft

Retail Frontages, Design and Signage Supplementary Planning Document (SPD) for public consultation. The report also sought endorsement that a Strategic Environmental Assessment (SEA) of the emerging Retail Frontages, Design and Signage Supplementary Planning Document (SPD) was not required.

The Leader commented that the draft for public consultation would support the District Plan and would be a cohesive policy for the appearance of shop frontages across East Herts. The Leader referred to the importance of supporting high streets.

The Head of Planning and Building Control referred to this being a new piece of planning guidance and new proposals could be judged on the provisions of this document. The document could also be taken into account if a development did not benefit from planning permission and was the subject of enforcement action. The Head of Planning and Building Control advised that if a shop frontage already benefited from planning permission then, the guidance could not be applied retrospectively. Officers could however, take proactive steps to ensure positive changes going forward.

Councillor P Ruffles welcomed the document which had its origins in the Hertford Urban Design Strategy. He commented on how well known this document was and stressed the importance of proactive promotion and ongoing publicity.

The Head of Planning and Building Control referred to a widespread consultation process to inform owners



and occupiers of the provisions of this document. He also commented on the likely involvement of Town and Parish Councils. The Leader confirmed that the views of the East Herts Town and Parish Councils were very important.

Councillor N Symonds commented on the issue of A-Boards being under the remit of the County Council. She expressed concern that the proliferation of these boards in East Herts was a risk to blind residents and those who had a disability. The Head of Planning and Building Control confirmed that this was a County Council function and the powers had not been delegated over. He advised that this issue could be raised with Hertfordshire County Council where such problems were identified.

Councillor E Buckmaster confirmed that he had been approached by people who had raised the proliferation of these advertising boards as a matter of concern to them. The matter had been raised with the County Council and the boards had subsequently been removed.

The Head of Planning and Building Control confirmed to the Leader and Councillor P Ballam that the options in relation to backlighting of shop frontages were limited in terms of control aside from Officers seeking to take proactive action.

Councillor L Haysey proposed and Councillor S Rutland-Barsby seconded, a motion to support the recommendations now detailed. After being put to the meeting, and a vote taken, the motion was declared

CARRIED.

The Executive supported the proposals, as now detailed.

RECOMMENDED – that (A) the draft Retail Frontages, Design and Signage Supplementary Planning Document (SPD), as set out in Essential Reference Paper 'A', be agreed and published for a six-week period of public consultation; and

(B) In accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 it has been determined that a Strategic Environmental Assessment of the emerging Retail Frontages, Design and Signage Supplementary Planning Document (SPD) was not required as it was unlikely to have significant environmental effects.

398 LAND WEST OF HERTFORD (SOUTH OF WELWYN ROAD/WEST OF THIEVES LANE) MASTERPLANNING FRAMEWORK

The Executive Member for Development Management and Council Support submitted a report to enable Executive Members to consider the Master Planning Framework for the following site in Hertford:

- Land West of Hertford (South of Welwyn Road/West of Thieves Lane) (HERT3)

Councillor S Rutland-Barsby stated that the development of this site had been on hold due to the

holding direction that had been placed on the District Plan. She stated that she was very pleased that the site was now being brought forward for development.

Councillor L Haysey proposed and Councillor S Rutland-Barsby seconded, a motion to support the recommendations, now detailed. After being put to the meeting, and a vote taken, the motion was declared CARRIED.

The Executive supported the proposals, as now detailed.

RECOMMENDED – that the Master Planning Framework for Land West of Hertford (South of Welwyn Road/West of Thieves Lane) (HERT3), as detailed at Essential Reference Paper 'B' to this report, be agreed, as a material consideration for Development Management purposes.

### 399 HARLOW AND GILSTON GARDEN TOWN TRANSPORT STRATEGY

The Leader of the Council submitted a report inviting the Executive to endorse the draft Harlow and Gilston Garden Town Transport Strategy for publication for a six-week period of public consultation following the May elections. The Executive was also invited to note that, following consultation and any subsequent revisions to the document, it was intended that the final Transport Strategy would be agreed as a material planning consideration for the preparation of masterplans, the preparation of the Gilston Area Charter, pre-application advice, assessing planning

applications and any other development management purposes.

Councillor L Haysey stated that this matter was also being considered by the Members of Epping Forest and Harlow Council's. She referred to high levels of car ownership and the importance of sustainable transport routes being put in place at the very beginning in respect of the Harlow and Gilston Garden Town.

Councillor Haysey commented on ambitious modal shifts and emphasised that these were not impossible targets. Councillor G McAndrew believed that this was an excellent paper that supported the Hertfordshire County Council Transport Plan. He commented that he had observed that Harlow already had a lot of existing cycle ways.

Councillor L Haysey proposed and Councillor G McAndrew seconded, a motion to support the recommendations now detailed. After being put to the meeting, and a vote taken, the motion was declared CARRIED.

The Executive supported the proposals, as now detailed.

RECOMMENDED - that (A) the draft Harlow and Gilston Garden Town Transport Strategy, as detailed in Essential Reference 'C' to this report, be published for a six-week period of public consultation following the May elections; and



(B) the Executive noted, that, following consultation and any subsequent revisions to the document, it is intended that the final Transport Strategy will be agreed as a material planning consideration for the preparation of masterplans, the preparation of the Gilston Area Charter, pre-application advice, assessing planning applications and any other development management purposes.

400 ANSTEY CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN

The Executive Member for Development Management and Council Support advised that this paper had been withdrawn as she was now aware that a petition on this matter would be presented at the next Council meeting and it would be disrespectful to determine this matter at this meeting.

Councillor S Bull commented that he was pleased this matter had been withdrawn. The Leader confirmed that this matter was withdrawn and would be looked at again.

RESOLVED – that the issue of the Anstey Conservation Area Appraisal and Management Plan be withdrawn from consideration at this meeting of the Executive.

401 FINANCIAL STABILITY STRATEGY

The Executive Member for Finance and Support Services submitted a report that proposed a Financial

Sustainability Strategy to be adopted for the use of both Officers and Members in the delivery of East Herts Medium Term Financial Plan for 2020 onwards. The proposed strategy had been a “work in progress” for the last year for the Financial Sustainability Group and had emerged from all the discussions and proposals considered within that group.

The Head of Strategic Finance and Property referred to the “have your say” sessions that had fed into the recommendations for Council. She stated that the report had been sanctioned by the Overview and Scrutiny Committee. The Leader thanked the Head of Strategic Finance and Property for the report.

Councillor G Williamson proposed and Councillor E Buckmaster seconded, a motion to support the recommendations now detailed. After being put to the meeting, and a vote taken, the motion was declared CARRIED.

The Executive supported the proposals, as now detailed.

RESOLVED – that (A) the Financial Sustainability Strategy be adopted and used as the key methodology for delivering the Medium Term Financial Plan 2020 onwards;

(B) the Financial Sustainability Group be embedded as a Financial Sustainability Board and holds delegated powers to invest in projects that meet the Financial Sustainability Strategy criteria;

(C) the action plan detailed in table 2 be delivered through the Medium Term Financial planning process; and

(D) a capital sum be made available to the Financial Sustainability Board of £3m to invest in commercial income generating activity that achieves the Financial Sustainability Strategy key requirements.

#### 402 OLD RIVER LANE

The Executive Member for Finance and Support Services submitted a report requesting that the Executive approve the recommended developer for Old River Lane, following the completion of the OJEU process, and recommended capital and revenue budgets for approval by Council.

Councillor G Williamson stated that this was the final stage of formal Council approval and he referred to the procurement proposals for the core site. He referred to potential enhancements to public space and residential units. Councillor Williamson confirmed that, although a preferred bidder had been selected, the details were in the exempt papers and he was not at liberty to confirm the bidder at this meeting.

Councillor Williamson emphasised that the procurement process had been secure, comprehensive and robust. He stated that the second element of the decision for the Executive was to make a recommendation to Council relating to the approval of

arrangements for the arts centre construction.

Councillor Williamson referred to a range of possible funding options including the use of a proportion of New Homes Bonus towards the priority spending reserve adding a note of caution given that New Homes Bonus was in some doubt. He concluded that recommendation B was a worst case scenario in terms of a manageable impact in terms of financial planning.

Councillor E Buckmaster referred to a paper from a parliamentary select committee. He summarised a number of the findings in relation to town centres and referred to a shift that was taking place, whereby there were less financial transactions and more social interactions.

The Chief Executive responded to a question from Councillor M Allen in respect of the implications of this project not being supported by Council. She referred to the significant amount of funding involved including £10m from the Hertfordshire Local Enterprise Partnership (LEP).

The Council's Old River Lane advisor commented on the diversification of town centres with much less retail and more theatres and cinemas and public realm enhancements. He referred to the bigger picture with particular reference to the internet retail fuelled decline in Town Centres. He gave a number of examples of town centre growth and stated that doing nothing equated to a disinvestment in Town Centres. He also stated that a mix of uses was a sensible long term solution.



The Head of Strategic Finance and Property explained that the revenue budget figures detailed in the report, represented a worst case scenario. The Chief Executive responded to a question from Councillor N Symonds in respect of her concerns regarding the impact of the Old River Lane proposals on South Street.

Councillor L Haysey proposed and Councillor G Williamson seconded, a motion that, pursuant to Section 100 (A) (4) of the Local Government Act 1972, the press and public be excluded during consideration of the business referred to in part of Minute 402 on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the said Act.

After being put to the meeting and a vote taken, this motion was declared CARRIED.

The Executive Members and the Council's Old River Lane advisor responded to a number of points and questions relating to the exempt papers and the Essential Reference Papers.

Councillor G Williamson proposed and Councillor E Buckmaster seconded, a motion to support the recommendations now detailed. After being put to the meeting, and a vote taken, the motion was declared CARRIED.

The Executive supported the proposals, as now detailed.

RESOLVED – that (A) under Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting during the discussion of part of Minute 402 on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 7A of Part 1 of Schedule 12A of the said Act;

(B) with reference to:

- i. the scores from the procurement exercise, set out in Exempt Essential Reference Paper D,
- ii. the final Heads of Terms for the preferred developer set out in Exempt Essential Reference Paper B,
- iii. the draft masterplan by the preferred developer set out in Exempt Essential Reference Paper C,
- iv. the viability report written by Montagu Evans and set out in Exempt Essential Reference Paper D,

The Executive approves the preferred developer and authorises the Chief Executive, the Head of Strategic Finance and Property and the Head of Legal and Democratic Services (or their delegates) to issue a Contract Award Notice and proceed to sign a development agreement with the developer in due course, subject to:

- (a) appropriate final due diligence on the developer's proposal, and

(b) the Council approving capital and revenue funding for the arts centre; and

(C) with reference to the Proposed Capital Funding Package, set out at Exempt ERP F and the Financial Business Case for the new arts centre, set out at Exempt ERP G, **recommends** to Council that:

(i) a capital allocation of £30m to fund the arts centre be made in the Council's capital programme

(ii) a revenue allocation of £250,000 to fund the East Herts' share of the arts centre running costs be made in the Medium Term Financial Plan from 2022 onwards; and

(iii) a provisional revenue allocation of £468,000 be made to cover the required borrowing costs once all other funding bids/strategies have been exhausted.

#### 403 EXCLUSION OF PRESS AND PUBLIC

Councillor L Haysey proposed and Councillor G Williamson seconded, a motion that pursuant to Section 100 (A) (4) of the Local Government Act 1972, the press and public be excluded during consideration of the business referred to in Minute 404 on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the said Act.

After being put to the meeting and a vote taken, this motion was declared CARRIED.

RESOLVED – that (A) under Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting during the discussion of Minute 404 on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 7A of Part 1 of Schedule 12A of the said Act.

#### 404 DISPOSAL OF LONG LEASEHOLD INTEREST IN LAND AND BUILDINGS

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The Executive Member for Finance and Support Services submitted a report regarding the disposal of a Long Leasehold Interest in Land and Buildings.

The Chief Executive responded to queries from Councillors M Pope and M Allen. Councillor G Jones commented on the car parking pressures being experienced in Ware Town Centre.

Councillor G Williamson proposed and Councillor E Buckmaster seconded, a motion to support the recommendations now detailed. After being put to the meeting, and a vote taken, the motion was declared CARRIED.

The Executive supported the proposals, as now detailed.

RESOLVED – that (A) the Council grants a 150 year ground lease of Meade House, Ware and



adjacent land to General Practice Investment Corporation Ltd on the terms negotiated and set out in the report, subject to financial negotiations regarding the loss of car parking; and

(B) Officers be given delegated authority to resolve the restrictions on the freehold title of the Old Fire Station with Hertfordshire County Council without reference back to committee.

The meeting closed at 8.09 pm

Chairman .....
Date .....

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EAST HERTS COUNCIL

COUNCIL: 5 MARCH 2019

REPORT BY: COUNCILLOR G WILLIAMSON, EXECUTIVE MEMBER FOR  
FINANCE AND SUPPORT SERVICES

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OLD RIVER LANE

WARD(S) AFFECTED: ALL

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## **Purpose/Summary of Report**

Following the selection of a preferred developer by Executive on 26 February 2019, Members are being asked to approve the capital and revenue budgets for Old River Lane.

### **RECOMMENDATIONS FOR COUNCIL:**

(A)	<p><b>With reference to the Proposed Capital Funding Package, set out at Exempt ERP F and the Financial Business Case for the new arts centre, set out at Exempt ERP G, Council approves:</b></p> <ul style="list-style-type: none"><li data-bbox="395 1429 1295 1570"><b>(i) a capital allocation of £30m to fund the arts centre is made in the Council's capital programme</b></li><li data-bbox="395 1630 1390 1816"><b>(ii) a revenue allocation of £250,000 to fund the East Herts' share of the arts centre running costs be made in the Medium Term Financial Plan from 2022 onwards</b></li><li data-bbox="395 1883 1390 2069"><b>(iii) a provisional revenue allocation of £468,000 be made to cover the required borrowing costs <i>once all other funding bids/strategies have been exhausted.</i></b></li></ul>
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## 1.0 Background

1.1 Old River Lane (ORL) is an ambitious town centre scheme which replaces a dated office building and sizeable surface car park in the middle of Bishop's Stortford with a vibrant new quarter for the town, featuring a 5,500 m<sup>2</sup> modern multi-purpose arts and entertainment venue, 4,220 m<sup>2</sup> commercial/retail space, enhanced public realm including a new town square, and 137 residential units.

1.2 Over the course of nearly two years, officers have worked under the guidance of the Old River Lane Delivery Board to secure the support of partners (Rhodes Trust, Bishop's Stortford Town Council and Hertfordshire County Council) on this exciting project. All partners are fully supportive of the project, demonstrated by their involvement in developing various elements of it, and in the case of the Town Council, a firm commitment to a significant capital contribution.

1.3 The final part of the process is now to complete the funding package required to deliver the capital and revenue funding for the arts centre.

## 2.0 Report

### **Appointment of preferred bidder**

2.1 On 26<sup>th</sup> February, the Executive approved the appointment of a preferred bidder. Their Heads of Terms is attached at **Exempt ERP B**, and Draft Masterplan at **Exempt ERP C**. The Viability Report written by our Property advisors, Montagu Evans, is set out at **Exempt ERP D**.

### **Arts Centre capital and revenue budgets**



- 2.2 Having selected a preferred developer, the only remaining decision is to secure funding for the part of the scheme which the Council will own – the Arts and Entertainment Centre.
- 2.3 The new venue has the potential to transform the centre of Bishop’s Stortford, creating a public space which will bring new life and vibrancy to the town centre. Open 14 hours a day, seven days a week, high footfall is expected throughout the day by visitors of the library, cinemas and café, while the theatre, studio and cinemas will also create a night time destination that will bring added value and diversity to the town’s night time economy. The professional artistic programme will be mixed, appealing to a wide and varied audience, and the new centre will also offer the opportunity for young people and amateur groups to perform in state of the art facilities, whether in the main or studio theatres. Incorporating the library into the Arts and Entertainment Centre is an exciting opportunity to create potential new audiences for both the arts centre and the library, and the concept is fully supported by Hertfordshire County Council (represented on the Arts Centre Steering Group by a senior library service officer).

### ***Capital funding***

- 2.4 A budget of £28m has been set for the arts centre, on the basis of the agreed brief (which went through an extensive consultation process under the guidance of the Arts Centre Steering Group). This budget excludes professional fees, estimated to be £2m, taking the overall required capital sum to £30m.
- 2.5 Bishop’s Stortford Town Council agreed at their Council meeting on 4 February to provide up to £3m of capital funding for the arts centre, subject to a number of conditions, set out in **Essential Reference Paper E**.
- 2.6 Discussions are still ongoing with Hertfordshire County Council about whether their contribution to the library should be via

revenue funding (effectively renting space annually) or a capitalised sum paid up front. For now, the latter has been modelled and is set out at **Exempt ERP F**. It should be noted that we are still in discussions with HCC and no capital sum has been agreed.

- 2.7 The total budget and committed funding for the project is set out below:

<b>Funding requirement</b>	<b>£30m</b>
<b><i>Less funding secured:</i></b>	
East Herts DC S106	1.4m
Herts CC S106 (library allocations)	0.2m
Bishop's Stortford Town Council	3.0m
National Lottery	0.1m
<b>Remaining funding requirement</b>	<b>25.3m</b>

- 2.8 The remaining funding requirement is £25.3m. The proposed funding package to fill the gap is set out in **Exempt ERP F**. The reason this appendix is exempt is because it contains commercially sensitive information.

### ***Revenue funding***

- 2.9 The financial business case for the arts centre revenue funding is set out at **Exempt ERP G**. This has been developed in partnership with officers from the Rhodes Trust and Bishop's Stortford Town Council, and has been scrutinised by the Arts Centre Steering Group (which consists of two members from each of East Herts, Rhodes Trust and Bishop's Stortford Town Council, and three independent members). Expert advice from consultants has been sought for the cinema, and food and beverage ('F&B') elements. The financial business case is inevitably still reasonably high level, not least because it won't come into effect for another three or so years. However, given

the level of scrutiny it has received, officers believe it to be robust and reliable.

- 2.10 Members will recall the Heads of Terms which was signed with Bishop's Stortford Town Council, East Herts Council and the Rhodes Birthplace Trust. The Heads of Terms can be found on the council's website here:

<https://www.eastherts.gov.uk/oldriverlane>

- 2.11 With respect to revenue funding the key section from the Heads of Terms is set out here:

*"2d. Provided that the Bishop's Stortford Museum becomes self-sufficient, the parties agree that the running costs will be in the region of £550,000 per annum (subject to a final business case). Best endeavours will be made to reduce this sum to no more than £0.5m per annum.*

- *EHDC agrees to contribute 50% towards running costs;*
- *BSTC agrees to contribute 50% towards running costs.*

*Should the revenue funding be higher than £0.5m, further funding will be sought from EHDC, or a third party. The Project will not proceed until the overall revenue funding package for the Arts Centre is in place.*

*In concluding this agreement the parties recognise that the Rhodes Birthplace Trust has stated that it is not possible for the current operations at the Rhodes to become self-sufficient and the Rhodes Trust cannot voluntarily surrender the grant from the Town Council. However the Trust recognises that the Town Council may make the decision to withdraw all or part of the grant currently received as part of the package and the Trustees will explore other funding options as a contingency provision in case this occurs. The parties commit to working together to seek a satisfactory resolution to these challenges. Having regard to this the future of the museum, which is the principal responsibility of the Rhodes*

*Trust, will be an integral part of the planning during the implementation of this partnership agreement.”*

- 2.12 The financial business case as set out in Exempt ERP G demonstrates the need for subsidy of £446,000 in year 1, reducing to £293,000 in year 5. Split 50:50 with BSTC, this would mean indicative costs for East Herts of £223,000 in year 1 reducing to £146,500 in year 5.
- 2.13 BSTC is unable to finalise their contribution to the arts centre until the Rhodes Birthplace Trust has finalised its proposed future business plan (and how much money will be required to subsidise the museum). Officers understand that this information will not be publicly available until the late Summer. However, the business case demonstrates that by year 5 considerably less than £250,000 per council will be required, and East Herts should therefore feel comfortable to proceed on the basis of a 50:50 split of the subsidy, mindful of the fact that it is possible in the first 2-3 years East Herts may need to pay slightly more than £250,000. Given that the financial business case is still reasonably high level and the numbers around the cinema and food and beverage income are fairly conservative, officers recommend that East Herts should feel comfortable with allocating £250,000 in the MTFP from 2022.

### **Risk and Other Options**

- 2.14 The Council has made a number of decisions about Old River Lane over the last 18 months. First it agreed the land use (December 2017), then the delivery options and procurement routes for both the ORL and Northgate End sites (July 2018) and latterly the capital allocation of funding for the multi-storey car park (December 2018). This is now the final stage of the process.

2.15 The development is not without risk and a detailed risk register can be found at Exempt Essential Reference Paper H. This ERP is exempt for reasons of commercial sensitivity.

2.16 Other options at this stage are as follows:  
(a) Do not proceed

The Council could simply leave the site as it is – a surface car park, three houses and a dated (but income generating) office building. The Council has invested £1.15m into the ORL project so far (£480k of which was funded by the LEP), and has received unanimous support at each Council meeting to proceed with a town centre redevelopment scheme (see 2.14 for a summary of the decisions taken at this meeting). A LEP grant of £6m and loan of nearly £4m has been awarded and any spent funds would need to be repaid. This is therefore not a recommended course of action.

(b) Delay proceeding

The developer's offer is valid for 12 months, so while the Council could delay the decision, doing so could give a poor signal to the developer who has spent nearly eight months investing time and money in developing their scheme and proposals. Considering the strong support from members for this important town centre redevelopment as demonstrated at the three previous Council meetings, there is no clear rationale to delay proceeding.

(c) Sell the entire site to a developer at market rate.

The Council could choose not to proceed with any of its own development at Old River Lane and sell the site to a developer. Assuming that the developer did not build an arts centre, this would create a bigger capital receipt for the Council. However, it would be contrary to all commitments made and decisions taken by the Council over the last two



years (and the decision in 2015 to purchase the site from a developer).

### 3.0 Implications/Consultations

3.1 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper 'A'**.

#### Background Papers

Council December 2017

<http://democracy.eastherts.gov.uk/documents/s42341/Old%20River%20Lane%20Land%20Use.pdf?j=5>

Council July 2018

<http://democracy.eastherts.gov.uk/documents/s45373/ORL.pdf?j=3>

Council December 2018

<http://democracy.eastherts.gov.uk/documents/s47205/Old%20River%20Lane.pdf?j=3>

**Essential Reference Paper A:** Corporate issues

**Exempt Essential Reference Paper B:** final Heads of Terms for the preferred developer

**Exempt Essential Reference Paper C:** Draft masterplan by the preferred developer

**Exempt Essential Reference Paper D:** ORL Viability Report

**Essential Reference Paper E:** Bishop's Stortford Council funding resolution

**Exempt Essential Reference Paper F:** Proposed Capital Funding Package

**Exempt Essential Reference Paper G:** Arts Centre Financial  
Business Case (Revenue)

**Exempt Essential Reference Paper H:** Risk Register

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**IMPLICATIONS/CONSULTATIONS**

Contribution to the Council's Corporate Priorities/ Objectives:	Priority 1 – Improve the health and wellbeing of our communities  Priority 2 – Enhance the quality of people's lives  Priority 3 – Enable a flourishing local economy
Consultation:	Consultation on the Bishop's Stortford Town Centre Planning Framework was completed in March 2017; Further consultation was undertaken specifically with respect to the Arts and Entertainment Centre brief. Further consultation will be carried out on the detailed masterplan for ORL during 2019, following the appointment of a developer.
Legal:	Legal advice has been provided by our in house team to date. Final Heads of Terms with the preferred developer are set out at Exempt ERP B.
Financial:	These are significant. £30m capital is requested by the Council to fund the arts centre and £250,000 revenue from 2022 onwards. Details of both sums are set out in the body of the report, and reference should be made to Exempt ERP D (viability assessment by Montagu Evans) and Exempt ERP G (Arts Centre Financial Business Case (Revenue)). There may be further revenue costs depending on the final financial funding package as set out in ERP F.
Human Resource:	At the point when the arts centre becomes operational (possibly slightly before) there will be a TUPE transfer related to Rhodes arts centre staff. These costs have been factored into the arts centre business case.
Risk Management:	A full risk log is monitored by the Old River Lane Delivery Board, and the current version of it is attached at Exempt ERP H

Health and wellbeing – issues and impacts:	Bringing a new arts and entertainment centre to Bishop’s Stortford will increase the opportunity to improve people’s health and wellbeing through a range of cultural and community activities.
Equality Impact Assessment required:	n/a at this stage.



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## Essential Reference Paper E

### Bishop's Stortford Town Council Funding resolution

Members discussed the proposal in some detail and it was agreed to **RECOMMEND** to Council that Bishop's Stortford Town Council

- a. contribute up to £3M (three million pounds) to the proposed Arts Centre
- b. transfer to EHDC the parcel of land at the Causeway coloured RED in Appendix 3 and either permit EHDC to deculvert the Stort where it passes through the parcel of land coloured BLUE or, if subsequently agreed as part of the discussions related to asset ownership referred to below, transfer the land to EHDC, having regard to future possible asset value and/or sale

All subject to:

- East Herts District Council demonstrating to the reasonable satisfaction of Bishop's Stortford Town Council that the funding is necessary for the project to proceed
  - The project proceeding substantially as envisaged in the draft partnership agreement
  - A satisfactory solution within the existing £255K annual budget assigned for the Town Council contribution to the revenue funding of both the arts centre at ORL and the re-purposed Rhodes Centre
  - The conclusion of a binding agreement between BSTC and HCC for the sale of land at Farnham Road
  - A satisfactory agreement being concluded between East Herts District Council and Bishop's Stortford Town Council in respect of asset ownership the objective being that BSTC is compensated for the capital contribution either through asset transfer at Old River Lane or elsewhere.
  - The current direct payments to Town and Parish Councils made from the New Homes Bonus continuing at or above the current percentage rate until New Homes Bonus (or similar payment) ceases to be payable as a result of government order or legislation.
- c. That Bishop's Stortford Town Council advises the District Council that
    - In the event that the above conditions are satisfied, funds will not be available until the proceeds of the sale of land at Farnham Road referred to above have been remitted to Bishop's Stortford Town Council.
    - This commitment is binding in honour only and is not enforceable in a court of law.
  - d. That the Chief Executive Officer be asked to explore with EHDC options for asset ownership in return for the capital contribution for presentation to the Council at an appropriate future meeting

Land Plans



Land at Causeway which EHDC wish to acquire (0.56ha)



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